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ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT  
OF CALGARY AND EDMONTON

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COMMISSION MEMBERS

Dr. G. Fred McNally, Chairman,  
Mr. G. M. Blackstock, Q.C.,  
Mr. I. C. Robison,  
Mr. C. P. Hayes,  
Mr. P. G. Davies, Q.C.

Dr. H. B. Mayo (Consultant)

Mr. Wm. McGruther, Secretary

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PROCEEDINGS

held before Royal Commission at the Court House,  
in the City of Calgary, in the Province of Alberta.

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SESSION - 25th JANUARY, 1955

VOLUME 14.



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25 JANUARY, 1955

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THE CHAIRMAN: I heard, Mr. Gardiner, that we took some of your time. We won't do it. We won't take any more. Will you come forward now please and regard yourself as under your former oath.

MR. GARDINER: Thank you, sir. Would it be in order, Mr. Chairman, to proceed with the Supplementary Brief we had submitted?

THE CHAIRMAN: Unless you want to make some preliminary comments.

A Well, we simply have to say this, sir, that while this was originally prepared on behalf of the Municipal District of Conrich --

THE CHAIRMAN: Yes.

A -- the Municipal District of Conrich no longer exists. It may pervade the atmosphere in spirit, but in the flesh it is dissolved.

THE CHAIRMAN: Have you no new name?

A Yes, we are now the Municipal District of Calgary, but together with the Municipal District of Calgary is the former Municipal District of Springbank No. 45, part of the Municipal District of Serviceberry No. 43, part of the Municipal District of Kneehill No. 48, part of the

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THE CHAIRMAN:

I heard, Mr. Chairman, that we  
took some of your time. We want to say  
any more. Will you come forward now please and regard  
yourself as under your former care.

MR. GARRINGER:

Thank you, Mr. Chairman, I would be in  
order, Mr. Chairman, to proceed with the preliminary  
brief we had submitted. I would like to  
THE CHAIRMAN:

preliminary comments. I would like to  
Well, we simply have no other comments. This  
was originally prepared on behalf of the  
City of Council.

THE CHAIRMAN:

Yes, Mr. Chairman, the Municipal District of Council no longer exists.  
It has become the Municipality of Council, but in the  
it is dissolved.

THE CHAIRMAN:

Have you no new money?  
Yes, we are now the Municipal District of Council, but  
together with the Municipal District of Council is the  
former Municipal District of Springdale, No. 1, part of  
the Municipal District of Springdale, No. 2, part of  
the Municipal District of Springdale, No. 3, part of the

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Municipal District of Mountainview No. 49, and a very substantial part of Improvement District No. 46.

THE CHAIRMAN: And this is all now the Municipal District of Calgary, is it not?

A Calgary No. 44, sir, yes, so that to that extent we can't speak for the Municipal District of Calgary, we can only continue that which we started in the October sitting of the Commission, and to supplement some of the things that we said at that time, to submit some of the statements that were referred to and to give some explanation with respect to the map that was submitting at the October Hearing.

THE CHAIRMAN: Yes, thank you very much.

DR. MAYO: Mr. Gardiner, is the new M.D. Calgary No. 44 identical with this Calgary Co-terminus Area No. 12 of which we have a map?

A Could I see that please? Yes, to the best of my knowledge it is, sir, it is the same. I haven't checked it minutely but we can assume that it is.

THE CHAIRMAN: Mr. McGruther, are there any extra copies of that map that Dr. Mayo has in his hand?

MR. GARDINER: I have one here in my notes, sir. This is the only one that I have.

THE CHAIRMAN: Well, I will give it back to you, Mr. Gardiner. I would just like to follow while you are reading.

Minister of Education, Mr. and Mrs. J. J.

and the Minister of Education, Mr. J. J.

And this is all for the Minister of Education.

Minister of Education, Mr. J. J.

Minister of Education, Mr. J. J.

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Minister of Education, Mr. J. J.

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DR. MAYO: My impression, sir, was that we had a number of these.

THE CHAIRMAN: Yes, I have one, I admit having one but I haven't it with me at the moment. Now, Mr. Gardiner, I think we can make a start.

A "Mr. Chairman and Members of the Royal Commission on Metropolitan Development of Calgary and Edmonton, the following submission, made on behalf of the Municipal District of Conrich No. 44, is supplementary to that presented to the Commission at its sitting on October 4th and 5th.

Submission now made only adds some information which the Board desired to have clarified, together with one or two relevant statements which we believe should be brought to the attention of the Commission.

We submit a summarized copy of the statements of Revenues and Expenditures for each of the years 1949 to 1953, inclusive, showing sources of the Revenues and Expenditures in total and analysing these amounts on a per capita basis and as a percentage of the whole. The figure used to determine the per capita proportion was that of the 1951 census, viz: 4498."

THE CHAIRMAN: Mr. Gardiner, have you made any computation as to what the population in this enlarged area would be?

A We are informed, sir, it is 15,000 in round figures.

Q It is growing up.

A Well, at least we are getting bigger, I don't know if we are

1. The first part of the report...

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growing up.

"From these statements the Commission will observe that the percentage of revenue received from taxation and grants, when added together, about equals each other in the years under review. The dollar value of these amounts has varied somewhat due to depreciation of the dollar. The expenditures for the various services have remained fairly constant on a percentage basis for all of the years. We have not endeavoured to introduce the year 1954 as our figures in this respect would be incomplete at the present time.

The statement of assessed values taxed for Municipal, Hospital and School purposes for the same years is submitted to show the taxation picture as between the three major services. Due to the fact that in 1949 and 1950 no Personal Property was assessed and Buildings and Improvements were assessed two-thirds the comparison does not continue through the other three years. In 1951 the Council introduced Personal Property Assessment and at the same time the assessment on Buildings and Improvements was increased from 66.2/3% to 100%. In 1949, '50 and '51 the basis of the assessment on Buildings and Improvements was that of 1936. In 1952 a new assessment of Buildings and Improvements was made and the base year for such was 1942. In 1953 the Minister of Municipal Affairs authorized a reduction in the percentage of the Buildings and Improvements assessed varying from a mandatory 10% to an optional 40%. Our Council adopted a midway approach and reduced the Buildings and Improvements



by 20%. As of 1953 and continuing through 1954 we then have Buildings and Improvements assessed at 80% of their fair actual value basis 1942 values. Farm lands were reassessed in 1945 and the assessment made at that time has continued through 1954. The index of value for farm lands was the 1942 level. We have reviewed the manner in which the assessments were made to illustrate the difficulty which we would have had in analysing the assessed values in each of the years on a residential, commercial and industrial basis broken down as to Land, Buildings and Improvements and Personal Property. As, however, we wished to give the Commission as much information as possible in this regard we analysed the assessed values used in 1953 on the basis referred to and have introduced the per capita values and percentages in each of the classifications dealt with. It is shown on the table with the statement of assessed values taxed for Municipal, Hospital and School purposes.

Since we had said at the last sitting of the Commission that, in our opinion, a Rural Municipality should remain as such without venturing into the Urban field, we deem it necessary to support our statement by quotations from what we take as authoritative sources and these are as follows:"

I quote, Mr. Chairman, from an

"EXTRACT FROM 'PLANNING RESIDENTIAL SUBDIVISIONS', 1954,  
by V. JOSEPH KOSTKA, M.R.A.I.C., A.I.P., A.M.T.P.I., A.G.S.

Adequate lot size is a crucial matter in subdivision design. In Western Canadian Cities lot widths of forty to sixty feet are



being adopted in new subdivisions, though regrettably, widths of less than forty feet are still to be found in communities without adequate subdivision control. The lot width of thirty-three feet, specified by the Canadian National Housing Act of 1944 as a minimum requirement for single family dwellings, is entirely insufficient. The American Public Health Association does not recommend lots narrower than fifty feet. In the opinion of this association, sixty feet is a reasonable requirement and seventy-five feet a desirable goal. The same corporation has expressed its doubts about lots less than one hundred feet deep. On the other hand, should a house lot exceed one hundred and thirty feet in depth it creates a problem in maximum use of the entire lot. The American Society of Civil Engineers recommends fifty feet by one hundred to one hundred and twenty feet as desirable minima for lot width and depth, respectively."

And that is the end of the quotation from Kostka.

Also quoting an  
"EXTRACT FROM COMMUNITY PLANNING NEWS 'Number 5, 1954'  
Quotation from Some Notes from P.E.I. on  
Characteristic Planning Problems in Small  
Towns and Villages, by  
G. Claude Smith

HOW SHALL WE CORRECT MISTAKES THAT WERE MADE YEARS AGO "

And he says,



"Before our P.E.I. Act came into force, no restrictions were placed on the size of the building lot. To-day we require 7500 square feet where a municipal water supply is available, and 12,000 square feet where those services are not available. I am wondering what is going to happen in the case of lots less than the required area, when the buildings now located on them become obsolete. Is it our function to prevent major repairs on buildings on such small lots or on buildings which do not conform to our regulations? The majority of those homes do not have sewer disposal and water supply and in some cases have no room for septic tanks. People have lived in some of those homes for years.'

We also hope to lay before the Commission a copy of the booklet 'A Case for Satellite Towns' published by Community Planning Association of Canada, and as submitted by the Association to the 15th annual conference of the Canadian Federation of Mayors and Municipalities at their meeting in Calgary on July 3rd. 1952."

I might interject here, Mr.

Chairman, I did file those at the last sittings of the Commission. I presume that you would accept them as having been filed?

THE CHAIRMAN: Yes.

A "In the said Satellite Town submission the attention of the Commission is directed to pages 11 to 14, inclusive, and to figures 1, 2, 3 and 4 accompanying the written submission.



We respectfully point out to the Commission that the approach by Mr. Thrift, Consultant to the Calgary District Planning Commission, would bear out the various statements which we have made to you in the past.



The fundamental desire for more spacious living has been the motivating force behind migration to the suburbs. It gave the individual the chance to acquire a home and garden, more light and air, and a better place in which to raise children. But not everyone could move to the suburbs, and the manner in which these grew often detracted from the original advantage in moving there. Moreover such growth drained the city proper both of good citizens and of taxes, contributed to traffic problems, proved costly to service and created rural problems in the suburban area.

If we are to bring the advantages of more spacious yet orderly development to a greater number of persons; if we are to halt the decline of older areas, it is imperative that the problem be attacked community wide. More human scale living

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requires more living space; it means the decongestion of crowded areas and it means more breathing space.

Unfortunately rural administration is not geared to provide all of the requirements of urban development and consequently must agree that the best solution to expanding urban growth is much better controlled from the strong central urban authority than by poorly equipped rural administration.

Some discussion took place at the October sitting of the Commission concerning the recommendations which would be made by the Co-terminous Boundary Commission to the Government concerning the Calgary area and as affecting us particularly. We have now been supplied with what purports to be the recommendation of the Commission with respect to the Calgary Co-terminous area No. 12 in which we are concerned. The Co-terminous Commission has said:

'The Calgary co-terminous unit is relatively large and in general consists of large scale farming and ranching. With the exception of certain areas immediately adjacent to the City of Calgary the density of population per township is low and below average for that of co-terminous units already established or proposed.

Those areas immediately adjacent to the city are definitely metropolitan in character, which create many problems not common to the ordinary municipal district.

The Commission is fully aware of this situation and has proceeded with its recommendations for the co-terminous unit



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on the assumption that the metropolitan areas adjacent to the City of Calgary will be the concern of the Metropolitan Commission.

The whole area is tributary to Calgary. Railways and highways radiate out from Calgary in several directions providing communication and access to the City."

That is the end of the quotation from the Co-terminous Boundary Commission, sir.

"In view of this recommendation of the Commission to yourselves it is respectfully suggested that the recommendations which you may make concerning our submission should, if possible, be made to be effective as of January 1st. 1955 so that we may eliminate a double change over as of January 1st. and a subsequent date.

We should close by saying that the maps which we have again presented to the Commission endeavour to show graphically the original submission which we made with respect to certain areas. We have tried by colour to show the situation so that it would be quickly evident to the Commission. It would be unnecessary for us to elaborate on it as other proposals will be made to you which may have the effect of nullifying anything which we may have to say in this regard.

We, of course, will be willing and glad to assist the Commission in obtaining further information which they desire in order that they may form an opinion as to the situation and to our submission.



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All of which is respectfully submitted on behalf of the  
Municipal District of Conrich No. 44."

THE MUNICIPAL DISTRICT OF CONRICH No. 44

STATEMENT OF REVENUE AND EXPENDITURE FOR THE YEARS 1949 to 1953  
INCLUSIVE

| REVENUE                   | YEAR 1949      |               |               | YEAR 1950      |               |               |
|---------------------------|----------------|---------------|---------------|----------------|---------------|---------------|
|                           | Amount         | \$ per Capita | % of Whole    | Amount         | \$ per Capita | % of Whole    |
| Source                    |                |               |               |                |               |               |
| Amalgamated tax:          |                |               |               |                |               |               |
| Real Property             | 308175.        | 68.50         | 87.07         | 324419.        | 72.11         | 84.28         |
| Personal Property         | -              | -             | -             | -              | -             | -             |
| Poll & Reinstated         | 16.            | .01           | .01           | 16.            | .01           | .01           |
| Rents, Concessions Etc.   | 1835.          | .41           | .52           | 2207.          | .49           | .57           |
| Int. Tax Penalties etc.   | 5402.          | 1.20          | 1.53          | 1694.          | .38           | .44           |
| Service Charges           | 6305.          | 1.40          | 1.78          | 1585.          | .35           | .41           |
| Contributions, Grants etc | 31083.         | 6.91          | 8.78          | 43207.         | 9.61          | 11.23         |
| Other Revenue             | 1113.          | .25           | .31           | 11802.         | 2.62          | 3.06          |
| Deficit for the year      | -              | -             | -             | -              | -             | -             |
| TOTALS                    | <u>353929.</u> | <u>78.68</u>  | <u>100.00</u> | <u>384930.</u> | <u>85.57</u>  | <u>100.00</u> |

EXPENDITURES

| Source                   | Amount         | \$ per Capita | % of Whole    | Amount         | \$ per Capita | % of Whole    |
|--------------------------|----------------|---------------|---------------|----------------|---------------|---------------|
| Gen. Govt. Admnstration  | 15081.         | 3.35          | 4.26          | 16111.         | 3.58          | 4.19          |
| Protection Per. & Prty.  | 6925.          | 1.54          | 1.96          | 7865.          | 1.75          | 2.04          |
| Public Works             | 111592.        | 24.81         | 31.53         | 115601.        | 25.70         | 30.03         |
| Sanitation & Waste Rem.  | 187.           | .04           | .05           | 250.           | .06           | .06           |
| Health                   | 10.            | .01           | .01           | 163.           | .04           | .04           |
| Public or Social Welfare | 6346.          | 1.41          | 1.79          | 8070.          | 1.79          | 2.10          |
| Education                | 158204.        | 35.17         | 44.70         | 176380.        | 39.21         | 45.82         |
| Debt Charges             | 12403.         | 2.76          | 3.50          | 12301.         | 2.73          | 3.20          |
| Capital exp. out of Rev. | 22363.         | 4.97          | 6.32          | 9794.          | 2.18          | 2.54          |
| Joint or Special Exp.    | -              | -             | -             | -              | -             | -             |
| Miscellaneous Exp.       | -              | -             | -             | -              | -             | -             |
| Surplus for Year         | 20817.         | 4.62          | 5.88          | 38395.         | 8.53          | 9.98          |
| TOTALS                   | <u>353929.</u> | <u>78.68</u>  | <u>100.00</u> | <u>384930.</u> | <u>85.57</u>  | <u>100.00</u> |

NOTE: In order to arrive at the "\$ per Capita" figure for Revenue and Expenditure in each of the years the one figure of 4498 was used throughout. It represents the official 1951 Census count for the Municipal District. The figures in the "Amount" columns are to the nearest dollar.

| YEAR 1951      |               |               | YEAR 1952      |               |               | YEAR 1953      |               |               |
|----------------|---------------|---------------|----------------|---------------|---------------|----------------|---------------|---------------|
| Amount         | \$ per Capita | % of Whole    | Amount         | \$ per Capita | % of Whole    | Amount         | \$ per Capita | % of Whole    |
| 312905.        | 69.56         | 73.69         | 382425.        | 85.01         | 78.05         | 350302.        | 77.88         | 67.78         |
| 14065.         | 3.13          | 3.31          | 8205.          | 1.82          | 1.67          | 28550.         | 6.34          | 5.52          |
| 37.            | .01           | .01           | 24.            | .01           | .01           | 28.            | .01           | .01           |
| -              | -             | -             | -              | -             | -             | -              | -             | -             |
| 1850.          | .41           | .44           | 2982.          | .66           | .61           | 2661.          | .59           | .51           |
| 286.           | .06           | .07           | -              | -             | -             | 252.           | .06           | .05           |
| 90887.         | 20.20         | 21.41         | 96345.         | 21.42         | 19.66         | 116870.        | 25.99         | 22.61         |
| 4548.          | 1.01          | 1.07          | -              | -             | -             | 100.           | .02           | .01           |
| -              | -             | -             | -              | -             | -             | 18149.         | 4.03          | 3.51          |
| <u>424578.</u> | <u>94.38</u>  | <u>100.00</u> | <u>489981.</u> | <u>108.92</u> | <u>100.00</u> | <u>516912.</u> | <u>114.92</u> | <u>100.00</u> |
| 19725.         | 4.38          | 4.65          | 21271.         | 4.73          | 4.34          | 20044.         | 4.46          | 3.88          |
| 8373.          | 1.86          | 1.97          | 9060.          | 2.01          | 1.85          | 9748.          | 2.17          | 1.89          |
| 128340.        | 28.53         | 30.22         | 175681.        | 39.05         | 35.86         | 188278.        | 41.85         | 36.43         |
| 300.           | .07           | .07           | 300.           | .07           | .06           | 300.           | .06           | .05           |
| 9088.          | 2.02          | 2.14          | 20494.         | 4.56          | 4.18          | 19096.         | 4.25          | 3.69          |
| 3507.          | .78           | .83           | 4406.          | .98           | .90           | 4891.          | 1.09          | .95           |
| 179034.        | 39.80         | 42.16         | 193248.        | 42.96         | 39.44         | 222672.        | 49.50         | 43.08         |
| 729.           | .16           | .17           | 564.           | .12           | .11           | 182.           | .04           | .03           |
| 29874.         | 6.64          | 7.04          | 33019.         | 7.34          | 6.74          | 37900.         | 8.43          | 7.33          |
| -              | -             | -             | 3165.          | .70           | .65           | 3541.          | .79           | .68           |
| 10026.         | 2.23          | 2.36          | 10894.         | 2.43          | 2.22          | 10260.         | 2.28          | 1.99          |
| 35582.         | 7.91          | 8.39          | 17879.         | 3.97          | 3.65          | -              | -             | -             |
| <u>424578.</u> | <u>94.38</u>  | <u>100.00</u> | <u>489981.</u> | <u>108.92</u> | <u>100.00</u> | <u>516912.</u> | <u>114.92</u> | <u>100.00</u> |



THE MUNICIPAL DISTRICT OF CONRICH NO. 44

STATEMENT OF ASSESSED VALUES TAXED FOR MUNICIPAL, HOSPITAL AND SCHOOL PURPOSES FOR THE YEARS 1949 to 1953 INCLUSIVE

| Service - Source                   | YEAR 1949             |            |                        | YEAR 1950             |            |                        | 1951                  |            |                        | 1952                  |            |                        | 1953                  |            |                        |
|------------------------------------|-----------------------|------------|------------------------|-----------------------|------------|------------------------|-----------------------|------------|------------------------|-----------------------|------------|------------------------|-----------------------|------------|------------------------|
|                                    | Taxed Assessed Values | Mill Rates | Requis- ition, or Levy | Taxed Assessed Values | Mill Rates | Requis- ition, or Levy | Taxed Assessed Values | Mill Rates | Requis- ition, or Levy | Taxed Assessed Values | Mill Rates | Requis- ition, or Levy | Taxed Assessed Values | Mill Rates | Requis- ition, or Levy |
| MUNICIPAL                          | 7943312.              | 17         | 149971.                | 7953741.              | 17         | 149971.                | 8409305.              | 14.8       | 139009.                | 9748410.              | 14         | 177037.                | 9381733.              | 13         | 137084.                |
| HOSPITAL                           | -                     | -          | -                      | -                     | -          | -                      | 8409305.              | 1.2        | 8928.                  | 9748410.              | 2½         | 20343.                 | 9381733.              | 2          | 19096.                 |
| SCHOOLS:                           |                       |            |                        |                       |            |                        |                       |            |                        |                       |            |                        |                       |            |                        |
| Wheatland Div.40                   | 2401141.              | 22         | 47861.                 | 2224681.              | 23½        | 52825.                 | 2198567.              | 22½        | 45270.                 | 2183162.              | 26½        | 57040.                 | 2086702.              | 27½        | 58825.                 |
| Calgary Div.41-General             | 4994639.              | 21½        | 95888.                 | 5176733.              | 23         | 107036.                | 5600735.              | 22         | 117367.                | 6400168.              | 21½        | 106013.                | 66804.36.             | 23         | 142499.                |
| do Cepeear SD                      | 92775.                | 27½        | 2551.                  | 97205.                | 29         | 2819.                  | 138725.               | 26½        | 3676.                  | 122200.               | 26         | 3177.                  | 130440.               | 28         | 3652.                  |
| do Airdrie SD                      | 249050.               | 23         | 5728.                  | 249050.               | 24½        | 6102.                  | 253400.               | 23½        | 5955.                  | 250615.               | 23         | 5765.                  | 251590.               | 24½        | 6164.                  |
| do Skyhill, Indus & Springland SD. | -                     | -          | -                      | -                     | -          | -                      | -                     | -          | -                      | 515595.               | 23½        | 12117                  | -                     | -          | -                      |
| do Silver Sprgs. SD                | -                     | -          | -                      | -                     | -          | -                      | -                     | -          | -                      | 58615.                | 25½        | 1495.                  | -                     | -          | -                      |
| Bow River S.D.No. 1059             | 205707.               | 32         | 6176.                  | 206072.               | 39½        | 7598.                  | 217878.               | 32         | 6765.                  | 218055.               | 35½        | 7643.                  | 232565.               | 58½        | 11532.                 |
| TOTAL AMALGAMATED LEVY             |                       |            | \$308175.              |                       |            | \$324419.              |                       |            | \$326970.              |                       |            | \$390630.              |                       |            | \$378852.              |

ANALYSIS OF ASSESSED VALUES USED IN 1953

| Source             | Total Value | Residential   |       |           | Total Value | Commercial    |            |             | Industrial | TOTALS        |         |        |
|--------------------|-------------|---------------|-------|-----------|-------------|---------------|------------|-------------|------------|---------------|---------|--------|
|                    |             | \$ per capita | %     |           |             | \$ per capita | %          | Total Value |            | \$ per capita | %       |        |
| Land               | 7369143.    | 1638.         | 78.55 | 15530.    | 3.          | .17           | 29170      | 7.          | .31        | 7413843.      | 1648.   | 79.03  |
| Buildings & Impts. | 613835.     | 136.          | 6.54  | 62100.    | 14.         | .66           | 546780.    | 122.        | 5.83       | 1222715.      | 272.    | 13.03  |
| Personal Property  | -           | -             | -     | 109285.   | 25.         | 1.17          | 635890.    | 141.        | 6.77       | 745175.       | 166.    | 7.94   |
| TOTALS             | \$7982978.  | \$1774.       | 85.09 | \$186915. | \$42.       | 2.00          | \$1211840. | \$270.      | 12.91      | \$9381733.    | \$2086. | 100.00 |



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MR. GARDINER: And attached to the Submission, Mr. Chairman, are the consolidated statements of revenue and expenditure for the years 1949 to 1953 inclusive, which are referred to. They cover the years 1949, '50, '51, '52, and '53, and there is also a statement of assessed values taxed for Municipal, Hospital and School purposes for the years 1949 to 1953 inclusive, broken down as to Municipal Hospital and Schools. Then down below at the bottom is an analysis of the assessed values used in 1953 broken down as to Residential, Commercial, Industrial and the total, and then also by Land, Buildings and Improvements, and Personal property both as to dollar value and as to the percentage.

To that extent, sir, our Submission is complete.

THE CHAIRMAN: Thank you very much, Mr. Gardiner. This Supplementary Report will be received as Exhibit number 55C.

SUPPLEMENTARY REPORT PRESENTED ON  
BEHALF OF THE MUNICIPAL DISTRICT  
OF CONRICH NO 44 THEN MARKED AS  
EXHIBIT 55-C.

THE CHAIRMAN: If you will just be seated, Mr. Gardiner. Did you bring along anybody with you to ask you any interesting questions?

A I am sorry, sir. I presume the audience might wish to question some of the statements I might make, and I presume the Commission might like to.



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THE CHAIRMAN: Oh, yes.

A But I brought no one along with me today.

THE CHAIRMAN: There is no direct examination?

A No, there is not, sir, Mr. Chairman.

THE CHAIRMAN: All right.

A I am strictly on my own, I am afraid.

THE CHAIRMAN: I thought maybe you would ask yourself some questions?

A No, I don't like to hear myself talk.

COMMISSIONER ROBISON: I think for the record that it should be stated that Professor Kostka is a Professor at the University of Manitoba.

THE CHAIRMAN: I see. Thank you.

A Mr. Chairman, for the record if you wish, I have his book here if you wish to look at it.

THE CHAIRMAN: You showed us that before and I believe we had it received as an Exhibit then, Mr. McGruther.

THE SECRETARY: No.

A Mr. Chairman, I can let you see it but I can't give it to you as an Exhibit, it is personal.

COMMISSIONER ROBISON: Dr. Mayo has one, I think, and I have one.

DR. MAYO: We have one, sir, if not two.

THE CHAIRMAN: All right. I will not try to get it away from you.

A Oh, I will loan it but --

THE  
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DIRECTOR OF THE  
BUREAU OF THE  
CENSUS  
WASHINGTON, D. C.

UNITED STATES DEPARTMENT OF COMMERCE  
BUREAU OF ECONOMIC ANALYSIS  
WASHINGTON, D. C.

REPORT ON THE  
ECONOMIC SITUATION  
IN THE UNITED STATES  
FOR THE YEAR 1934

BY  
J. H. HAYES  
DIRECTOR

THE  
BUREAU OF ECONOMIC ANALYSIS  
WASHINGTON, D. C.

UNITED STATES DEPARTMENT OF COMMERCE  
BUREAU OF ECONOMIC ANALYSIS  
WASHINGTON, D. C.

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MR. BROWN: I might say, Mr. Chairman, that the other two gentlemen referred to by Mr. Gardiner, that is Claude Smith of Prince Edward Island is the Director of Town and Rural Planning on the Island, and Mr. Eric Thrift is the Director of Metropolitan Planning In Winnipeg. Those are the two gentlemen that, and then the publication, of course, that he referred to, was put out by our Association of Community Planning Association.

THE CHAIRMAN: Yes. Mr. McGruther, do you think it wise to have this, these statistical reports given a special number or may we take these as a part of 55-C? Would it be all right as far as you are concerned?

THE SECRETARY: Yes.

THE CHAIRMAN: Very well. Then we will just regard, we will mark these statistics 55C also.

STATISTICAL REPORTS THEN MARKED  
ALSO AS EXHIBIT 55-C.

A Mr. Chairman, may I say I also filed with the Commission the actual audited statement or copies of the audited statement for the years I have discussed, namely 1949 to 1953 inclusive.

THE CHAIRMAN: You mean these?

A Yes, these, I filed ten copies with the Commission.

THE CHAIRMAN: That is what we were talking about just now?

A Yes. Well, my statement attached to the Brief is a .

Section 10

The first part of the section discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry must be supported by a valid receipt or invoice. The second part covers the process of reconciling the company's books with the bank statements. It states that this should be done monthly to ensure that the accounts are in balance. The third part discusses the need for regular audits to detect any potential fraud or errors. It mentions that the audit should be conducted by an independent party.

The fourth part of the section deals with the handling of cash and petty cash. It specifies that cash should be kept in a secure location and that petty cash should be used only for small, routine expenses. The fifth part discusses the process of issuing checks and the importance of keeping a record of all checks issued. The sixth part covers the handling of credit and debit notes. It states that credit notes should be issued only when a customer returns a defective product. The seventh part discusses the process of closing the books at the end of each month. It mentions that all transactions should be recorded and that the accounts should be reconciled.

The eighth part of the section discusses the importance of maintaining accurate records of all assets and liabilities. It emphasizes that every asset should be properly valued and that all liabilities should be recorded. The ninth part covers the process of preparing financial statements. It states that these should be prepared at the end of each month and that they should be reviewed by the management. The tenth part discusses the need for regular reviews of the company's financial performance. It mentions that the reviews should be conducted by the management and that they should be used to identify areas for improvement.

- 1762 -

summarized statement of these statements, it does not go into anything more than revenue expenditure side of the statement.

THE CHAIRMAN: I am just at a bit of a loss. Would they, these sheets to which you made reference at the close, were they sent in at a separate time?

A They are attached to the Brief.

THE CHAIRMAN: They don't seem to be attached.

THE SECRETARY: You got them before.

THE CHAIRMAN: All right, thank you, Mr.

Gardiner, I have them.

COMMISSIONER DAVIES: Are you marking the map too? Are you marking this map?

THE CHAIRMAN: Oh, this map? What is your wish about this, this is a map you remember that we showed considerable interest in at the last sittings, because Mr. Gardiner had discovered it somewhere in the archives dating away back to 1912 was it, or '13?

MR. GARDINER: It is Harrison's and Ponton Map of 1911 and 1912.

THE CHAIRMAN: Yes.

A And it extended out, as I told you at that time, at the October sittings, some four miles around the city as of that date.

THE CHAIRMAN: Yes?

A Since then I have coloured it.

off, go off, here, ...

10/10

11/11

THE CHAIRMAN: Yes.

A And I have showed you on the north part here with a blue crosshatching over red the area that was taken into the City of Calgary by virtue of an annexation order of the Board of Public Utility Commissioners.

THE CHAIRMAN: Yes.

A Then I have shown the area sort of crossed in red on the left-hand side of the map which is proposed annexed from I.D. 46 in our original submission, then down below that in round circular manner --

THE CHAIRMAN: Yes.

A -- I have shown you the area that we suggested that would be dealt with in the then Municipal District of Springbank No. 45, and on the right-hand side I have shown you just crossed in red the area that would be added into the metropolitan area as we submitted originally. Now, I realize, sir, that our submissions have been preceded by that of the City of Calgary except that in our submission we had still gone a little bit further on the east side than they had gone, but that was the only place that we were at variance. There is no particular significance in that, I can assure you, but we realized that the submission as they made it may be more acceptable to the Commission and we wouldn't press our views on the Commission to the extent that you accept what we say rather than what the City and the District Planning Commission respectively have advocated.

THE ALBERTA

THE ALBERTA, a small steamship, was built at the Victoria shipyard in 1887.

It was built for the purpose of carrying passengers and cargo between Victoria and Seattle.

The ship was built by the Victoria Shipyard, and was the first of its kind in the Pacific Northwest.

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ALBERTA

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The ship was built by the Victoria Shipyard, and was the first of its kind in the Pacific Northwest.

The ship was built for the purpose of carrying passengers and cargo between Victoria and Seattle.

- 1764 -

We will discuss it further with them if they wished --

THE CHAIRMAN: Yes.

A -- but we simply wanted to come back to the original submission as made in October so that you might be able to correlate that which we submitted then with what we were talking about now.

COMMISSIONER ROBISON: Well, Mr. Gardiner, my recollection is that the last time you were here I asked you about that east side. I am concerned about that. Apparently you don't agree with the City on the east side?

A Well, we have gone one mile instead of half a mile.

COMMISSIONER ROBISON: Yes.

A That is correct, but we had made our statement long --

COMMISSIONER ROBISON: Yes.

A -- and I say it with deference, long before the City had approached you with any suggestion and we were simply taking an over-all viewpoint. We don't like to split boundaries on half-sections, although there is quite a very marked precedent before us, and we were going the full mile, and then it would be a road allowance, and it would be a form of dividing line.

THE CHAIRMAN: Mr. Bredin, have you a copy of this map, not with you perhaps, but did you get one the last time?

MR. GARDINER: No.

MR. BREDIN: I don't think I did, sir.

Q. And this was in connection with the other side?

A. Yes.

Q. Now, when you were in the office, did you see any of the other side?

A. Yes, I saw them in the office.

Q. And you saw them in the office, is that right?

A. Yes.

Q. Now, did you see them in the office?

A. Yes, I saw them in the office.

Q. And you saw them in the office, is that right?

A. Yes, I saw them in the office.

Q. And you saw them in the office, is that right?

A. Yes, I saw them in the office.

Q. And you saw them in the office, is that right?

A. Yes, I saw them in the office.

Q. And I say to you, long before the other side, is that right?

A. Yes, I saw them in the office.

Q. And I say to you, long before the other side, is that right?

A. Yes, I saw them in the office.

- 1765 -

COMMISSIONER DAVIES: Mr. Chairman, are you going to mark this map before the Commission?

THE CHAIRMAN: I believe in this case we ought to give this a number because it is, while it is referred to it contains in this legend in the upper left-hand corner some very valuable information. It would be 56C

MAP IN QUESTION THEN MARKED AS  
EXHIBIT 56C.

THE CHAIRMAN: Now, I think we have reached the stage when I am in a position to invite questions from the floor, questions of Mr. Gardiner, and be followed by any questions which members of the Commission may wish to ask him.

MR. SEQUIN: Mr. Chairman --

THE CHAIRMAN: Yes.

MR. SEQUIN: Do I understand you correctly, Mr. Gardiner --

THE CHAIRMAN: Excuse me, will you identify yourself, sir?

MR. SEQUIN: Mr. Sequin from the Hamlet of Montgomery. I just have one or two questions --

THE CHAIRMAN: Well, you better come around. The Reporter wants to hear everything that is said.

EXAMINATION BY MR. SEQUIN:

Q In order to be able to follow the discussion more closely,

THE 1911-12 SEASON

THE 1912-13 SEASON

THE 1913-14 SEASON

THE 1914-15 SEASON

THE 1915-16 SEASON

THE 1916-17 SEASON

THE 1917-18 SEASON

THE 1918-19 SEASON

THE 1919-20 SEASON

THE 1920-21 SEASON

THE 1921-22 SEASON

THE 1922-23 SEASON

THE 1923-24 SEASON

THE 1924-25 SEASON

THE 1925-26 SEASON

THE 1926-27 SEASON

THE 1927-28 SEASON

THE 1928-29 SEASON

THE 1929-30 SEASON

THE 1930-31 SEASON

THE 1931-32 SEASON

THE 1932-33 SEASON

THE 1933-34 SEASON

THE 1934-35 SEASON

THE 1935-36 SEASON

THE 1936-37 SEASON

THE 1937-38 SEASON

THE 1938-39 SEASON

THE 1939-40 SEASON

- 1766 -

if I understood you correct, the Hamlet of Montgomery will now be in your L.I.D. 44?

A No, Mr. Sequin, it won't.

Q Well, I thought you said L.I.D. 46?

A I said the major portion of Improvement District Number 46 was part of the Calgary Municipal District, but it doesn't include the Hamlet of Montgomery according to the information and the order that we have been supplied with.

Q I thought that we were in L.I.D. 46?

A Oh, yes, yes, that is true, there are other portions of L.I.D. 46 --

Q The other, just the other portions --

A -- that have not been dealt with, that have not been taken into the Municipal set-up, that's true.

Q Oh, I see. I see, Montgomery not yet?

A At the minute it is still in L.I.D. 46 according to the orders that have been submitted.

Q Well, that will be all, thank you. I just wanted to follow the discussion more closely.

EXAMINATION BY THE CHAIRMAN:

Q Mr. Gardiner, if that should be, excuse me for asking this question in the right, or in the wrong order, perhaps, but if by any chance the boundaries of the City of Calgary were not extended to take in the Hamlet of Montgomery and there is, as you say, certain other small portion in L.I.D. 46,

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NEW YORK, N. Y. 10028

- 1767 -

what's to become of them, will they still be administered from the Department?

A Oh, yes, they would still be L.I.D. 46. A precedent, Mr. Chairman, I might suggest is that area adjacent to the Drumheller Valley or in the Drumheller Valley which is the old I.D. 41, I believe, Mr. McGruther?

THE SECRETARY: Be about that.

A Just checking from memory.

THE CHAIRMAN: Yes.

A And it is a very small geographical area, yet it is very heavily populated. Now, that was carved out of the old Municipal District of Carbon, and it has been administered thereafter as an Improvement District --

Q Yes.

A So I think size has nothing to do with --

Q Yes.

A -- whether or not it may or may not be an Improvement District, it can't be administered quite efficiently on that basis.

Q Yes, thank you. Now, are there other questions?

Well then, members of the Commission? Mr. Robison?

EXAMINATION BY COMMISSIONER ROBISON:

Q Yes, Mr. Chairman, I find that I had my other copy all along. I was going to ask you about the east side, but we have



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dealt with that. On principal I would agree with what you say, Mr. Gardiner, that the mile line would seem to be reasonable. I want to refer you to some questions on that assessment of a general nature. The last time the City was here, Mr. Gardiner, I asked them about this matter of assessing 60% of the value, improvements, you know what I mean?

A Yes.

Q And the question I asked was why shouldn't improvements all be assessed at 100% across the board. Now, I am familiar with the fact that there are problems there, but when you are considering Government grants, would you in principle think it would be better if these grants were related to 100% assessment instead of 50% in one place, 60 in another and 80 in another, would it involve any difficulties that you see?

A No, as a matter of fact my understanding of the original set-up with respect to the Municipal Assistance Act was that we were, we were all then assessing on a percentage basis of the whole, in the case of Towns and Villages and I believe the Cities too, they were definitely at variance one with the other as to the percentage used, varying from 60% up to a hundred, so that in our submission to the Government as to our total assessed value we had to convert it to 100% and many of the things that we had to deal with from an assessment point of view, namely requisitions



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on other, to other units we also had to convert our assessment to 100%. Now, that isn't true any more but the principle as laid down then I think is right at the minute. We don't have to convert our assessment, we simply take it as used, but I can go along and I would endorse, agree with you that the principle should be that you should all be treated on a like basis.

Q Yes?

A Incidentally, you have to also take into consideration the base year --

Q Well, that is my next --

A -- on which assessment is levied.

Q That is my next question.

A I am sorry.

Q Would you, on principle, feel that it would be advisable throughout the whole Province say, for the same base year to be used? Now, what would you think about that, I know there are difficulties, but what would you think of it on principle?

A Would that apply to cities, towns, villages, Municipalities and --

Q Everything.

A Well, I can see no real harm in it. It would simply mean that you might increase your total assessed value; just because you increase your assessed value doesn't necessarily mean you have got to increase your tax rate to go with



it --

Q No.

A -- so presumably if you had an increase in your assessed value and you still required the same amount of money and comparatively your assessed, your mill rate would go down so it makes no difference but to deal from a broad point of view that everyone would be assessed the same, I think it would facilitate matters for members of the various professions who are dealing with land and who have to make enquiries with respect to values, succession duties and one thing and another like that, if we take that value we would know this value represented say 1942, '45, '48, as the case may be throughout.

Q Yes?

A Yes, I would be prepared to go along with that.

Q Yes. Now, you know, you made on page 4 I think it is, yes, page 4, Mr. Gardiner, the second-last paragraph commencing, "Unfortunately rural administration is not geared to provide all of the requirements of urban development --". Now, we had occasion in Edmonton to consider the matter, and it is coming up again, with respect to the Municipal District Act and the City Act where a Municipality is operating urban facilities, or attempting to, and whether their powers in the Municipal District Act are adequate for Municipal administration, what is your reaction as a Municipal officer?



A It is rather a hard question, Mr. Chairman, to have to give a snap answer on it, and I would like to suggest this, that Municipal thinking is directed to a great extent, I would say, by reports from Government sources, by the public statements of Ministers of the Crown and from independent investigations carried on by the various sources. My whole approach to Municipal Government is naturally concerned with what I hear and what I read and I have to refer you to the three pamphlets I have here, I haven't filed them but I brought them along. There is a report of the survey of local self-government in the Province of Alberta, conducted by the Alberta Association of Municipal Districts in 1939-1940; there is local rural self-government in the Province of Alberta issued by the Minister of Municipal Affairs in 1941; and there is the text of an address delivered by the Honourable Lucien Maynard at the 34th Annual Convention of the Alberta Association of Municipal Districts held in Calgary November 18th, 19th, 20th, 1942; and the whole tenor of these pamphlets, I think you will agree that they are authoritative, is that rural Municipalities should remain as rural Municipalities, that the object of rural government is to deal with the services attributable to farming operations primarily, and the services given to farming operations in assessing remains roads, protection of property, and a limited amount of social welfare, so to that extent I have to say this, that in my opinion rural

2. The second part of the document focuses on the implementation of internal controls to prevent fraud and ensure the accuracy of financial data. It outlines the key components of a robust internal control system, including segregation of duties, authorization procedures, and regular monitoring and evaluation.

3. The third part of the document addresses the challenges faced by organizations in managing their financial resources effectively. It discusses the importance of budgeting, forecasting, and cost management, and provides practical advice on how to overcome common financial management challenges.

4. The fourth part of the document explores the role of technology in modern accounting and finance. It discusses the benefits of using accounting software and the importance of staying up-to-date with the latest technological advancements in the field.

6. The sixth part of the document provides a summary of the key points discussed in the document and offers recommendations for organizations looking to improve their financial management practices. It emphasizes the importance of ongoing learning and development in the field of accounting and finance.

government does not need any more powers if those are all the services that we are going to be asked to provide, but if we are going to be asked to provide the services in major quantities now of the social services, relief and police, fire, light, all of these other shall I call them auxilliary services, then we most assuredly need more power and we definitely need to have a revision of our thinking as to the approach on taxation in Municipal Districts in order to meet those services. Now it's, I am sorry it has been so long-winded, but I wanted to give you the background as to where we try to think and the approach, as we see it, as emanated from that.

Q Well, I am grateful to you for your observations, because it is a matter the Commission will have to think about. Mr. Gardiner, could you, would it be possible for you to make available to the Commission those pamphlets that you referred to?

A Yes, I would be very glad indeed. I have my name on them.

Q Well, --

MR. BROWN: He's Scotch.

THE CHAIRMAN: Did you say you had your name on or would put it on?

A Sir, it is on there now.

COMMISSIONER BLACKSTOCK: What about your address?

A Well, I don't know whether it would be Conrich or something else.



Q COMMISSIONER ROBISON: There is one final question, Mr. Gardiner, that arises from that and it is this, and I ask it quite objectively, in your opinion do you feel that the, that the type of councillor in the average rural Municipality is geared to handle urban problems?

A I --

Q I would be interested in your answer?

A I couldn't even answer that objectively I think because --

Q Or is his mind more geared to --

A Oh, definitely --

Q -- rural problems?

A Oh, definitely it is geared to rural problems. There are exceptions and I would point without criticism I would say that possible Mr. Joyce is more geared than any urban councillor I have ever met to be familiar with urban problems, I don't say that in any derogatory sense, but I think that he should be recognized as one who has more conception of urban than possibly rural. Contrawise I would say my Reeve, and I say that also with reservations, that he is more geared to rural than he is to urban. Now, there are two comparisons, both are very fine individuals, but one has a viewpoint from one side of the fence and the other has a viewpoint from the other side of the fence, and you don't find sufficient subdivision in rural Municipalities to engender the necessary amount of thinking that would be adequate for urban development.



- 1774 -

Q Well, that is a competent answer, Mr. Gardiner, as far as I am concerned.

COMMISSIONER DAVIES: Don't you think, Mr. Gardiner, if a good chunk of urban assessment comes along that the rural viewpoint councillor can get geared mighty quickly to the new situation?

A It's a fairly easy thing to do but if we were being expedient we would be all glad to have it indeed, but if we have to remain with present principles, you can't compromise, and I wonder just sometimes how far you must go.

COMMISSIONER ROBISON: I presume you are more interested in principals than you are in compromise, is that it?

THE CHAIRMAN: Mr. Davies, have you any questions?

A To answer succinctly, I most decidedly am.

THE CHAIRMAN: Are you finished, Mr. Robison?

COMMISSIONER ROBISON: I have completed this portion of it anyway, Mr. Chairman, thank you.

THE CHAIRMAN: Mr. Davies.

EXAMINATION BY COMMISSIONER DAVIES:

Q Mr. Gardiner, in respect to carrying out this policy which your former council did of letting go to the urbanized centre, any urban, any slightly developed urbanized areas that became conspicuous in your Municipality, could you tell us whether or not in the course of following out that policy that you gave away any assessment that was

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1880 I have completed this page

and thank you very much

Yours

Wm. Lloyd Garrison

THIS

RECEIVED

- 1775 -

worth anything or that you perhaps gave away liabilities to a large extent?

A Well, we give away no liabilities, Mr. Chairman, none whatever --

Q I mean, excuse me just a minute, by use of the word . . . liabilities, I mean the liabilities that come often with fringe development in the Municipality of maybe being isolated from school, maybe large families in homes that are not very much up to standard, I meant more in the nature of welfare services and so on, using that in that sense that you wouldn't be getting the revenue or the taxation out of those fringe improvements that would take care of the services the Municipality have had to provide, I mean it in that sense.

A No, I guess we actually made them a real gift in that respect. I can quote the two examples that were by virtue of Utility Board annexation orders, that was the part of Section 9-24-29 which went to the Town of Forest Lawn. The Town of Forest Lawn desired to reach out and subdivide land in that area and we gave them, we consented to the annexation of that land without any question; there were no liabilities concerning it, there were no welfare problems, it was undeveloped farm land, so that they had a very desirable piece of property that they could develop quite easily. The other part that concerns the six and a half sections along the north boundary of the City, Section 1 to 6 and the



- 1776 -

south half of 12-25-1, none of that land was encumbered, if you may call it, by social services, it was very desirable land from the point of view of settlement in that it was all farm land with the exception of Section 6, and the south-west quarter of that was subdivided, it was into four acre plots, and there were no social service problems or liabilities in that respect. Now, with respect to the six and a half sections that went to the City, we have to take into consideration that Section 1 and the east half of 2 and part of 12 form the Calgary Municipal Airport, so that to the extent that we turned that over to them, it was simply letting go something into their own immediate jurisdiction that which they were operating as a utility, if you wish to call it that. The City only wanted actually, and I say this with reservations, to acquire sufficient land to develop what I think is now Thorncliff Heights. Our Council said no, if the City desired to develop that, and I also say this with reservations because we felt that we could develop it satisfactorily, then they should also take into consideration a long time or a long term look at the situation and they should acquire adjacent land and land adjacent to the City that they could use for subsequent development at a later date and rather than piecemeal acquire this one and that one and the next one as they went along, maybe parts of subdivisions and other parts of quarter sections, we compromised with them and



- 1777 -

we simply said, "Here, take the six and a half sections and that will possibly settle that north boundary for a while.". We weren't aware at the time that the implementation of the Co-terminus Boundary Commission report would be quite so sudden as it happens to be. Now, to that extent there was none of the liabilities usually associated with land turned over to the city, or to the Town of Forest Lawn.

Q Would it also be right to assume, Mr. Gardiner, that on these areas you turned over, that there were no industrial plants or any substantial assessment arising out of buildings?

A No, the assessment was strictly a farm land basis other than, as I say, in Section 6 where there was a certain amount of subdivision and it was in small holdings and naturally wasn't very highly assessed. I think the total assessed value of the six and a half sections was around \$80,000.00, and in the Section, the part of Section 9 to the Town of Forest Lawn I would say that it would be under, it would be under \$5000.00, I would say possibly about three, I haven't the figure with me so I have to give you a guess.

Q Now, Mr. Gardiner, in respect to the Municipal Assistance Act as I understand it at the present time the practice is that the rural population is ascertained in contradistinction to the population living within Villages, Towns



and Cities and then the total amount available for Municipal assistance is divided proportionately between those two groups. Do you understand it that way?

A It is divided on the basis of the total population of the Province into the total amount allocated on the total urban population, so much of the total rural population, so much on a percentage basis.

Q On a straight proportionate basis?

A That is the first division.

Q That is the first division, yes. Now, to continue from there, from there on the Act makes provision that insofar as the proportion that goes to Municipal Districts that there is a further system of division of that?

A Yes, that's true.

Q Part of which is divided on a percentage basis, on a straight per capita population basis, and the other part of which is available for sort of payment on an equalization basis?

A Yes.

Q Is that correct?

A Yes, I don't know just what the formula is, but very definitely --

Q Well, it is set out in the Act pretty well, but to come back to the urban portion now; are you aware that the urban portion is passed out strictly to the urban areas on a per capita, on a per capita basis?



A Yes.

Q On a population basis?

A Definitely, yes.

Q Now, you would agree that it is desirable that when money is paid out by the Provincial Government in the form of Municipal Assistance, that it should be paid out on an equitable basis?

A Oh, yes.

Q And do you feel that, that in the first instance the division of that fund as between the urban areas and the rural areas on a straight population basis, do you think that that is a necessary division to be created for the equitable distribution of this money, as a person who has been active and interested and worked in Municipal affairs for a long period of years such as you have in Alberta?

A Well, I am not at all sure that the proper division of it is entirely on a population basis. Rural Municipalities are notorious for having large areas and small populations, and the fact that they have large areas with a small population doesn't reduce the amount of work that is required of them in order to carry out the functions that are, they are charged with so that I think that strictly a population basis particularly with respect to rural population is definitely not right, and I think that with respect to the urban one I am not competent enough to,

2000 Y 20

How many words are there in the following sentence?

The quick brown fox jumps over the lazy dog.

There are 35 words in the sentence.

Each word is a separate unit of meaning.

Words are the building blocks of language.

They are used to communicate with others.

Without words, we would be unable to express our thoughts.

Words are also used to create art and literature.

They are an essential part of human culture.

Words are the tools we use to shape our world.

They are the foundation of all communication.

Words are the threads that weave the fabric of society.

They are the power that gives us the ability to change the world.

There are many different types of words.  
Some are concrete and refer to things we can see or touch.  
Others are abstract and refer to ideas or feelings.  
Words are also used to describe actions and states of being.  
The fact that they have different meanings is what makes them so powerful.

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to say that it should be that way; it looks fairly good but the larger cities are getting a greater impact on their services than the smaller cities are, yet smaller towns are coming along and developing themselves much faster now than they did say 20 years ago so we have got a small population in the small town, and we have got a large population in the major centres to split it between them is a very difficult thing indeed, I think there must be some other consideration other than strictly population. I am not particularly happy about our own set-up with respect to equalization. I notice that there was almost a million dollars that was set aside for equalization grants in the rural Municipalities, and counties out of a total of some \$3,000,000.00, so that it looks like about a third of it was made on an equalization basis. I am not satisfied in my own mind just looking at figures that that equalization was just. Now, I can't back that up, but just to look at it it doesn't look right, it could be, but I must confess that I wasn't aware that the formula was set out in detail to the extent that one could interpret it and be sure of how much you were going to get in any one year, if you knew how much was in the pot. We have never been able to estimate that even closely and by closely I mean within say a thousand dollars.

Q I think that is all, sir.

THE CHAIRMAN:

Thank you.



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Mr. Brownlee, would you be interested in asking the witness any questions?

MR. BROWNLEE: No, thanks, Mr. Chairman.

THE CHAIRMAN: Thank you, Mr. Brownlee. Well then, Mr. Gardiner, I think perhaps the examination is finished. Thank you very much. We are very interested in this information about the new Municipal District of Calgary.

Mr. Warren, the Calgary Public School District, I understand that, at least you appeared before us before, and is it your intention to have this Brief presented by yourself or by the Chairman?

MR. WARREN: I had undertaken to present it, Mr. Chairman.

THE CHAIRMAN: Very well. Please come forward. Were you sworn before, Mr. Warren?

MR. WARREN: No, sir.

ROBERT WARREN, having been duly sworn, testified as follows:

A I have, Mr. Chairman, several copies of this Brief for distribution to the interested members.

THE CHAIRMAN: Yes.

A If they wish.

THE CHAIRMAN: If you would, Mr. McGruther, you might give them out to anybody who is interested. We all



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have received ours, and while we are waiting, Mr. Warren, we will number this as 57C.

CALGARY SCHOOL DISTRICT #19  
BRIEF THEN MARKED AS EXHIBIT 57-C.

THE CHAIRMAN:

All right, Mr. Warren.

By the way I am not sure that, maybe you will qualify yourself, just tell us who you are and why.

A I don't know why, Mr. Chairman. However, my office is that of Superintendent of the Calgary Public School Board #19, and as a statement of qualification I might say that I have been connected with education in the Province for 30 years this year, Mr. Chairman, as teacher, School Superintendent, High School Inspector, and presently the present position. I hold the B.A. degree from the University of Alberta and the Master of Education degree from the University of Harvard. Now, I might say, Mr. Chairman, that between the time of presentation of the interim Brief in the Fall and this Brief we received a memorandum from your Committee suggesting that we provide certain statistical information, and we did that in the preparation of this Brief, pretty well in the order in which it was asked, and the net result of that is that the Brief is probably a little backwards, the statistical information is in the front when it probably should appear as an appendix, and the thoughts arising from the statistics constitute the latter part of



the Brief, and so I am just wondering what would be your pleasure in the presentation of this Brief, whether I should leave the statistical information and consider it as an appendix, referring to it later, and start in on the thoughts or recommendations that arise from them.

THE CHAIRMAN:                   It strikes me that if that is your judgment that is the way you should proceed.

A    Very well. I should like to say too, at this point, that we are indebted to the School Districts of Shouldice Terrace, Bowness, and Bow River and Glenmore who were very co-operative in providing us with the information we needed to compile the statistical details. I might suggest then, Mr. Chairman, that we start at page 6.

THE CHAIRMAN:                   Yes.

A    "The Calgary School Board is responsible to the electors of the City of Calgary. It has not made at any time an application for reorganization of boundaries or for annexation of surrounding areas, nor does it do so in this brief. It can only assume from the published terms of reference of the Royal Commission that some change in organization of school districts will result from the deliberations of the Commission. It is the purpose of this brief to examine the implications of such changes as they may affect the taxpayers represented by the Board.

The school districts serving the fringe areas of Calgary are Bowness, Shouldice Terrace --" and Shouldice Terrace, by



the way is the name of the School District of Montgomery --  
"-- Bow River and Glenmore. In general, it would appear that two types of organization are possible to integrate the school services in these areas: the metropolitan form of organization or straight annexation. By the former is meant an organization in which each district retains its autonomy in some aspects of its work, while relinquishing its authority to a Central Board in other matters such as capital outlay and special services. Straight annexation is self-explanatory. If we assume that the distribution of the financial burden will be about the same under either form of organization, the two systems may best be judged from a purely administrative rather than a financial viewpoint.

The Calgary School Board holds the view that annexation is preferable to the metropolitan form of organization, for reasons of simplicity, unified control and economy of operation. The simplicity of organization of a single Board, rather than a series of independent Boards with an over-all Board, is self-evident. The idea of a single Board in no way violates the democratic principle since all electors and ratepayers in the enlarged area would have the same voting privileges. Control should reside in one Board elected at large for the entire area. A Metropolitan Board with representatives chosen from wards could only lead to competition among members for benefits to their particular wards. With respect to economy, it may be said that a multiplicity of



Boards requires a multiplicity of administrative services. Duplication of secretaries, supervisors and other administrative officials can be avoided only if there is a central unified control.

The Implications of Annexation on Finance

When one school district annexes another, the factors which affect the financial picture are:

- (a) The education obligation incurred i.e. (operating costs)
- (b) The tax paying capacity of property acquired or  
(assessment)
- (c) Buildings and property acquired (assets)
- (d) Debenture and other indebtedness acquired the  
(liabilities)

If the amounts brought in by each new pupil under (b), (c) and (d) are the same as those prevailing in the receiving district, there is no financial problem. If the amounts are not the same, the difference is the measure of the financial problem. The factors (b), (c) and (d) will therefore be compared for the districts involved.

(a) Comparison of Per Pupil Assessments 1953"

I might say we used 1953 rather than '54 because the audited financial statements for '54 were not available and we chose to take the audited statements.

Calgary the Number of Pupils,  
and this is Public School only, number of pupils 20,396,

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Assessment for Public School purposes 107,871,013.00,  
the Assessment per Pupil \$5 289.00.

| "                    | (1)<br><u>No. of Pupils</u> | (2)<br><u>Assessment</u> | <u>Assessment<br/>Per Pupil</u> |
|----------------------|-----------------------------|--------------------------|---------------------------------|
| Calgary              | 20,396                      | \$107,871,013.00         | \$5,289.00                      |
| Bowness              | 1,158                       | 1,964,844.00             | 1,697.00                        |
| Shouldice<br>Terrace | 697                         | 966,900.00               | 1,387.00                        |
| Bow River            | 724                         | 1,160,890.00             | 1,603.00                        |
| Glenmore             | 253                         | 2,638,458.00             | 10,429.00                       |

(1) All non-resident pupils are located at their source for purposes of this figure.

(2) Includes portions of municipalities not in City of Calgary.

It will be seen from the above that each Calgary student is supported by an assessment of \$5,289.00, while all other pupils except those from Glenmore are supported by lower assessments. To absorb the additional 2,832 pupils without increasing the financial burden on Calgary taxpayers, the incoming pupils should bring with them 2832 x \$5,289.00 or an assessment of \$14,978,448.00 in tax paying ability (Assessment). The actual amount they bring in is \$6,731,092.00. This leaves Calgary with a shortage of \$8,247,356.00 in assessment to meet the new obligation. It is obvious that if Glenmore were not brought in, the deficiency in tax paying ability would indeed be very great.

Note: The upward assessment of Calgary property, 1954, is not reflected in the above table.

THE UNITED STATES OF AMERICA

IN SENATE

COMMITTEE ON

EDUCATION AND THE LABOR

HEARINGS

ON

THE

PROPOSED CHANGES IN THE NATIONAL LABOR RELATIONS BOARD

AND THE NATIONAL LABOR RELATIONS BOARD

HEARD BEFORE THE SUBCOMMITTEE ON LABOR RELATIONS

OF THE COMMITTEE ON EDUCATION AND THE LABOR

U. S. SENATE

IN SENATE

THE NATIONAL LABOR RELATIONS BOARD

HEARD

(b) Statement of Per Pupil Assets 1953

The assets as reported on the financial statements of the fringe districts have very little meaning since they are recorded at cost rather than present value. What is needed is a measure of the capital outlay required to bring the physical plants of the surrounding districts up to the average standard of the City of Calgary. The necessity for such capital outlay could be determined only by actual appraisal of buildings. Since secondary school services are not provided in any of the districts involved and since facilities are not provided for shop and home economics in the junior high schools, it must be assumed that considerable capital outlay would be required to bring the standard up to that of Calgary schools.

(c) Statement of Per Pupil Liabilities 1953

## Capital Indebtedness

|         | <u>Amount</u>  | <u>Per Pupil</u> |
|---------|----------------|------------------|
| Calgary | \$6,305,855.91 | \$309.00         |
| Bowness | 278,518.65     | 258.00"          |

COMMISSIONER ROBISON: Mr. Warren, my copy shows 298, is it 278 or 298?

A Is that under Bowness, sir?

Q Yes.

THE CHAIRMAN: 278 on this copy.

THE SECRETARY: 298 on mine.

COMMISSIONER ROBISON: It is a 9 here, but it is sort of



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messed up with the duplicating machine.

A Oh, yes, I am sorry, that is 298.

THE CHAIRMAN: Oh, 298.

A That would be 298, sir. I am judging that from the curve of the 9, sir.

COMMISSIONER ROBISON: Yes.

|                        |            |        |
|------------------------|------------|--------|
| " Shouldice<br>Terrace | 167,100.00 | 240.00 |
| Bow River              | 91,500.00  | 126.00 |
| Glenmore               | nil        | nil"   |

Glenmore has no capital indebtedness and no per pupil indebtedness.

"In previous tables it was shown that Calgary must provide for its own pupils during the next five years, 370 additional classrooms at a cost of \$10,900,000.00. Undoubtedly the building requirements are rising at an equal or greater rate in the suburban areas. The debenture indebtedness in Calgary alone will rise to \$405.00 per pupil in 1958. The addition of the surrounding districts will in all probability raise rather than lower this figure.

#### Implications of Annexation for Employees of Fringe Districts

Teachers: At the present time there are as many salary schedules as there are districts in the area under discussion. One salary schedule should prevail, if annexation takes place. The schedule should be the Calgary schedule. Staff should be retained in their present positions contingent upon efficiency.

1. The first part of the report is a summary of the work done during the year.

2. The second part is a detailed account of the work done during the year.

3. The third part is a summary of the work done during the year.

4. The fourth part is a summary of the work done during the year.

5. The fifth part is a summary of the work done during the year.

6. The sixth part is a summary of the work done during the year.

7. The seventh part is a summary of the work done during the year.

8. The eighth part is a summary of the work done during the year.

9. The ninth part is a summary of the work done during the year.

10. The tenth part is a summary of the work done during the year.

11. The eleventh part is a summary of the work done during the year.

12. The twelfth part is a summary of the work done during the year.

13. The thirteenth part is a summary of the work done during the year.

14. The fourteenth part is a summary of the work done during the year.

15. The fifteenth part is a summary of the work done during the year.

16. The sixteenth part is a summary of the work done during the year.

17. The seventeenth part is a summary of the work done during the year.

18. The eighteenth part is a summary of the work done during the year.

19. The nineteenth part is a summary of the work done during the year.

20. The twentieth part is a summary of the work done during the year.

21. The twenty-first part is a summary of the work done during the year.

22. The twenty-second part is a summary of the work done during the year.

23. The twenty-third part is a summary of the work done during the year.

24. The twenty-fourth part is a summary of the work done during the year.

25. The twenty-fifth part is a summary of the work done during the year.

26. The twenty-sixth part is a summary of the work done during the year.

27. The twenty-seventh part is a summary of the work done during the year.

28. The twenty-eighth part is a summary of the work done during the year.

29. The twenty-ninth part is a summary of the work done during the year.

30. The thirtieth part is a summary of the work done during the year.

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All teachers should be placed on the Calgary schedule irrespective of any possible raising or lowering of salaries.

Janitors: The same provisions as above should apply.

Secretaries, Attendance Officers, etc.: The work of these administrative officials should be absorbed by the Calgary central staff.

#### Summary

1. Annexation is preferable to Metropolitan Board type of organization.
2. Annexation should include all districts referred to, not just those in financial difficulty.
3. Equalization grants presently received by Bowness, Shouldice Terrace and Bow River would disappear under annexation. This should not be overlooked in analyzing the financial problem.
4. The district in question also receive additional assistance from the Government in that they have the services of a superintendent paid by the Department of Education. Compensation should be made for this loss of assistance.
5. The fact should not be overlooked that arrangements presently in force for the education in Calgary of secondary school pupils from the fringe districts are economical, even though somewhat inconvenient for the pupils served. High School pupils from

1. The first of these is the fact that the

number of the population is increasing.

2. The second

is the fact that the population is becoming more

and more densely settled.

3. The third is the fact that the

population is becoming more

and more

and more densely settled.

4. The fourth

is the fact that the population is becoming more

and more densely settled.

5. The fifth is the fact that the

population is becoming more

and more densely settled.

6. The sixth is the fact that the

population is becoming more

and more densely settled.

7. The seventh is the fact that the

population is becoming more

and more densely settled.

8. The eighth is the fact that the

population is becoming more

and more densely settled.

9. The ninth is the fact that the

population is becoming more

these areas travel by bus to schools where there is accommodation. Annexation will immediately bring a demand for secondary school service closer to the areas served, irrespective of the fact that some accommodation may be available in schools in the central part of the city.

6. The annexation of districts which are unable to pay their way is naturally a matter of grave concern to Calgary taxpayers. The Board's acceptance of the principle of annexation is contingent upon adequate financial support from provincial sources to compensate for the difference between the educational load incurred and the capacity of the annexed districts to support this load."

THE CHAIRMAN: Mr. Warren, I am not sure just how you plan to read the statistical pages, but if you agreeable we will take our mid-morning recess for the sake of the Reporter, and you will return then and present this in whatever way you wish, is that agreeable?

A Yes.

THE CHAIRMAN: Then until 11:10 please.

(Hearing adjourned at 11:00 a.m.)

(Hearing reconvened at 11:12 a.m.)

THE CHAIRMAN: All right, Mr. Warren.

A Mr. Chairman, I wonder if it would serve your purpose if I just dealt with the '47 figure and the '52 figure in

The first of these is the fact that the  
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these tables --

Q Yes.

A The in between figures merely show a piling up.

Q Yes.

A Starting at page 1.

"I. Statistical Information re Growth of Pupil Population and Analysis of Costs in City of Calgary 1947-1959.

(a) Increase in Number of Resident Births

The increase in the number of births reflects both the increase in population and a significant increase in the birth rate.

| Birth Statistics |               |                |
|------------------|---------------|----------------|
| Year             | No. of Births | Rate Per 1,000 |
| 1947             | 3,049         | 30.4           |
| 1948             | 2,956         | 29.5           |
| 1949             | 3,186         | 30.1           |
| 1950             | 3,094         | 29.2           |
| 1951             | 3,710         | 28.7           |
| 1952             | 4,105         | 31.8           |

The increase in the number of resident births in 1947 there were 3,049; in 1952 there were 4,105 reflecting both an increase in the population and an increase in the birth rate although the increase in the birth rate is not very great, as you will see.

COMMISSIONER ROBISON: Mr. Warren, just for the record, will you give the source of these figures?

A Yes. The figures on the resident births are taken from the statistical, the annual report of the City of Calgary Health Department, that is the annual reports for the years indicated.

THE CHAIRMAN: Yes.

These figures

are

The following

figures are

1964

1964

1964

1964

1964

1964

1964

1964

figures for 1964

were 4.10

and an increase in the birth rate of 1.5

in the birth rate is not very significant as it will

be 4.10

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(b) Increase in Number of Pupils of School Age

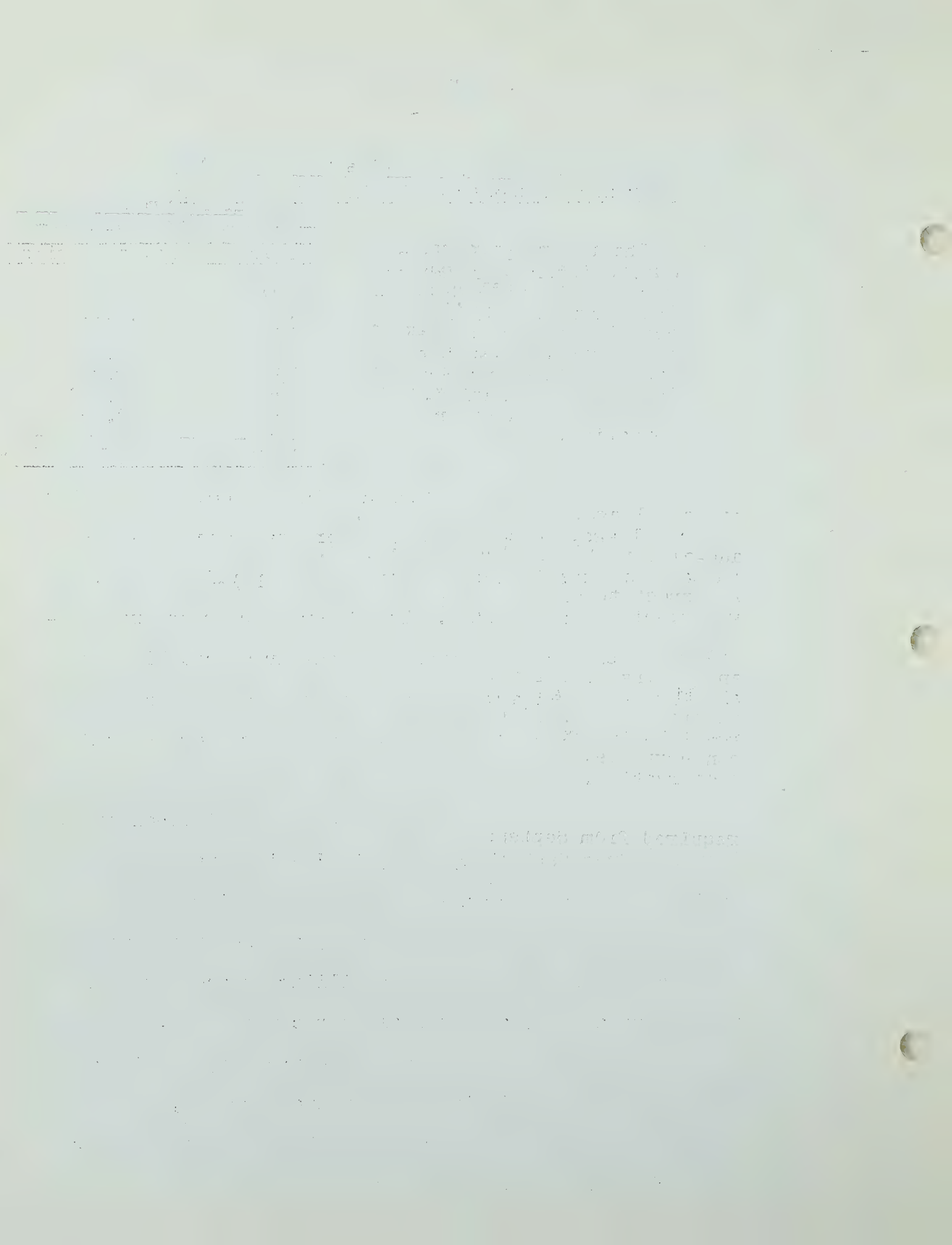
The future enrolments were obtained by projecting forward, children actually born and living in Calgary. No adjustment has been made for possible influx of population. The figures are therefore conservative.

| Pupil Enrolment |               |
|-----------------|---------------|
| Year            | No. of Pupils |
| 1947            | 13,452        |
| .....           | .....         |
| 1953            | 21,101        |
| 1954            | 23,111        |
| 1955            | 25,044        |
| 1956            | 26,949        |
| 1957            | 29,401        |
| 1958            | 32,067        |
| 1959            | 34,427        |

Increase in the number of pupils of school age, these, of course, are taken from our own annual reports; in 1947 we have 13,452 pupils, by 1959 we expect to have 34,427. The future enrolments were obtained by projecting forward the children actually born and living in Calgary. No adjustment has been made for possible influx of population. The figures are therefore conservative.

The Number of Additional rooms required from September, 1953, to '59 is obtained by taking the total increase of 13,326, dividing it by 36 the number of pupils per classroom, and we arrive at 370 classrooms together with auxilliary space for shelter rooms, gymnasiums, and medical inspection rooms.

Up to the present, the increase has been felt chiefly in the elementary grades, but the crest of the wave is now reaching the Junior and Senior High Schools. The number of rooms required for each of



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the three divisions of the school system is estimated below, in relation to the increased number of pupils to be accommodated:

| <u>Division</u> | <u>No. of Pupils</u> | <u>No. of Rooms</u> |
|-----------------|----------------------|---------------------|
| Elementary      | 8,134                | 226                 |
| Junior High     | 3,373                | 94                  |
| Senior High     | 1,819                | 50                  |
|                 | <hr/>                | <hr/>               |
|                 | 13,326               | 370                 |

Making a total of 370 rooms in that period of time.

'' (d) Amount of Money Required to Finance Additional Rooms

| <u>Year</u> | <u>Amount Required</u> | <u>Estimated Grant</u> |
|-------------|------------------------|------------------------|
| 1953        | \$ 580,000             | \$145,000              |
| 1954        | 1,120,000              | 184,000                |
| 1955        | 1,800,000              | 356,000                |
| 1956        | 2,400,000              | 448,000                |
| 1957        | 2,400,000              | 448,000                |
| 1958        | 2,600,000              | 508,000                |
|             | <hr/>                  | <hr/>                  |
|             | \$10,900,000           | \$2,089,000            |

The amount of money required to finance additional rooms is given in Table (d) and that requires an additional \$10,900,000.00 offset by grants of \$2,089,000.00.

COMMISSIONER ROBISON: And those estimates would be based on present-day costs, Mr. Warren?

A They are based on our actual experience over the last five years in school costs.

Subject: [Illegible]

Date: [Illegible]

Reference: [Illegible]

Location: [Illegible]

Time: [Illegible]

Weather: [Illegible]

Remarks: [Illegible]

Observations: [Illegible]

Conclusions: [Illegible]

Recommendations: [Illegible]

Signature: [Illegible]

Title: [Illegible]

Organization: [Illegible]

Address: [Illegible]

City: [Illegible]

State: [Illegible]

Country: [Illegible]

Postcode: [Illegible]

Phone: [Illegible]

Fax: [Illegible]

E-mail: [Illegible]

Web: [Illegible]

Other: [Illegible]

Comments: [Illegible]

- 1794 -

" (e) Growth of Debenture Debt

Debentures outstanding at December 31

|      |               |           |   |
|------|---------------|-----------|---|
| 1946 | 984,150.00    |           |   |
| 1947 | 1,097,166.67  |           |   |
| 1948 | 2,332,383.40  |           |   |
| 1949 | 2,580,100.07  |           |   |
| 1950 | 2,531,566.67  |           |   |
| 1951 | 3,428,808.33  |           |   |
| 1952 | 4,459,785.08  |           |   |
| 1953 | 6,174,141.75  |           |   |
| 1954 | 6,849,088.34  | estimated |   |
| 1955 | 7,825,480.00  | "         |   |
| 1956 | 9,228,421.66  | "         |   |
| 1957 | 11,827,080.00 | "         |   |
| 1948 | 12,974,821.66 | "         | " |

The next table shows the growth of the Debenture debt which will be incurred by reason of the necessary building. In 1946 it was 984,150.00; 1953, that is the present, the end of the last year, \$6,174,141.75, and then estimated for 1958 the Calgary Public School District will have debentures outstanding of \$12,974,821.66.

" (f) Average Cost per Pupil

|             | <u>On Total Expendi-<br/>ture</u> |             | <u>On Total Expenditure<br/>Less Capital Payments</u> |             |
|-------------|-----------------------------------|-------------|-------------------------------------------------------|-------------|
|             | <u>1947</u>                       | <u>1953</u> | <u>1947</u>                                           | <u>1953</u> |
| Elementary  | \$110.64                          | \$159.31    | \$99.66                                               | \$137.54    |
| Junior High | 161.63                            | 224.57      | 148.86                                                | 197.37      |
| Senior High | 186.04                            | 320.63      | 165.16                                                | 281.85      |
| All Schools | 134.00                            | 194.91      | 120.75                                                | 169.68 "    |

The average cost per pupil on page 3, I think perhaps if we just took all schools there, the last item, 1947 the average was \$134.00 per pupil; 1953 \$194.91; that is the average cost based on total

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expenditure. The second portion deals with the average cost on the total expenditure less capital payments. In 1947 \$120.75; in 1953 \$169.68 per pupil.

" (g) Percentage Distribution of Per Pupil Expenditure

| <u>1947</u>                                       | <u>Expenditure</u> | <u>%</u> | <u>Per Pupil</u> |
|---------------------------------------------------|--------------------|----------|------------------|
| Debenture Payments                                | \$ 181,640.47      | 9.88     | \$13.25          |
| Administrative Expense                            | 38,354.63          | 2.09     | 2.80             |
| Teachers' Salaries                                | 1,230,163.26       | 66.95    | 89.71            |
| Classroom & Pupils' Supplies & Equipment          | 64,740.77          | 3.52     | 4.72             |
| Janitors' Salaries                                | 112,550.26         | 6.13     | 8.22             |
| Janitor's Supplies                                | 7,702.14           | .42      | .56              |
| Maintenance of Bldgs. & Grounds-Wages & Materials | 110,476.83         | 6.02     | 8.06             |
| Fuel                                              | 30,097.23          | 1.64     | 2.19             |
| Water, Light and Power                            | 18,464.41          | 1.00     | 1.35             |
| Insurance and Taxes                               | 12,784.41          | .70      | .93              |
| Miscellaneous                                     | 30,352.19          | 1.65     | 2.21             |
|                                                   | \$1,837,426.60     | 100.00   | \$134.00"        |

And (g) the percentage distribution of per pupil expenditure. I think I would, with your permission I would just like to say that Teachers' Salaries, 66.95%, Janitors' Salaries 6.13%, making a total of 73% of our total expenditures are more or less fixed as salary expenditures to run the system. Would that be sufficient, Mr. Chairman?

THE CHAIRMAN: Yes, I think so.

A I think that is rather a pertinent point.

THE CHAIRMAN: Yes. Then you will make the comparison in '53?

A Yes.



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| <u>1953</u>             | <u>Expenditure</u>    | <u>%</u>      | <u>Per Pupil</u> |
|-------------------------|-----------------------|---------------|------------------|
| Debenture Payments      | \$ 516,413.51         | 12.94         | \$25.23          |
| Administrative Expense  | 91,284.58             | 2.29          | 4.46             |
| Teachers' Salaries      | 2,476,847.42          | 62.08         | 121.00           |
| Classroom & Pupils'     |                       |               |                  |
| Supplies & Equipment    | 205,538.78            | 5.15          | 10.04            |
| School Secretaries      | 20,796.93             | .52           | 1.02             |
| Janitors' Salaries      | 273,497.15            | 6.86          | 13.36            |
| Janitors' Supplies      | 17,619.43             | .44           | .86              |
| Maintenance of Bldgs. & |                       |               |                  |
| Grounds - Wages         |                       |               |                  |
| & Materials             | 185,973.36            | 4.66          | 9.09             |
| Fuel -                  | 48,145.87             | 1.21          | 2.35             |
| Water, Light and Power  | 38,958.98             | .98           | 1.90             |
| Insurance and Taxes     | 43,018.77             | 1.08          | 2.10             |
| Miscellaneous           | 71,579.97             | 1.79          | 3.50             |
|                         | <u>\$3,989,674.75</u> | <u>100.00</u> | <u>\$194.91</u>  |

In 1953 the Teachers' Salaries 62.08%, Janitors' Salaries 6%, making a total of approximately 69% of the total budget. I should like to say at this point that I certainly do not point this out to reflect anything concerning teachers' salaries. It is merely to show that that portion of our budget, a tremendous portion of our budget is devoted to salaries, and for the most part it becomes sort of a fixed item of the budget.

Q THE CHAIRMAN: Mr. Warren, you will excuse me for interrupting at this point, the best administrative procedure, at least the ones that are quoted with most approval by school administrators gives what percentage to teachers' salaries, somewhere between 60 and 70?

A It goes between 65 and 70%.

Q So that you were nearer the ideal in '47 than you are now?

1. The first part of the report is a summary of the work done during the year.

2. The second part is a detailed account of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

3. The third part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

4. The fourth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

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6. The sixth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

7. The seventh part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

8. The eighth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

9. The ninth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

10. The tenth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

11. The eleventh part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

12. The twelfth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

13. The thirteenth part is a summary of the work done during the year, and is divided into two main sections: (a) the work done during the first half of the year, and (b) the work done during the second half of the year.

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A I think that is right, sir, yes.

May I turn to page 4?

Q Yes, please.

" (h) Percentage Distribution of Per Pupil Revenue

| <u>1947</u>       | <u>Revenue</u>     | <u>%</u>     | <u>Per Pupil</u>     |
|-------------------|--------------------|--------------|----------------------|
| Municipal Taxes   | \$1,685,000.00     | 88.27        | \$122.88             |
| Government Grants | 184,852.59         | 9.68         | 13.48                |
| Other Revenue     | <u>39,045.93</u>   | <u>2.05</u>  | <u>2.85</u>          |
|                   | \$1,908,898.51     | 100.00       | \$139.21             |
| <br><u>1953</u>   | <br><u>Revenue</u> | <br><u>%</u> | <br><u>Per Pupil</u> |
| Municipal Taxes   | \$3,229,000.00     | 80.92        | \$157.75             |
| Government Grants | 606,716.44         | 15.20        | 29.64                |
| Other Revenue     | <u>154,555.91</u>  | <u>3.88</u>  | <u>7.55</u>          |
|                   | \$3,990,272.35     | 100.00       | \$194.94 "           |

On page 4 we have the percentage distribution of per pupil revenue. Perhaps this we might do in detail. In 1947 Revenue from Municipal Taxes \$1,685,000.00, Percentage of 88.27% or an amount of \$122.88 per pupil. Government Grants in that year were 184,852.59 or 9.68% of the total revenue, other revenue \$39,045.92 made up chiefly from non-resident fees. In that year then 88.27% came from Municipal taxes, 9.68% from Government Grants, 2.05% from other revenue. In 1953 from Municipal taxes 3,229,000.00, Government Grants 606,716.44, other revenue 154,555.91. The percentage from Municipal Taxes was 80.92, Government Grants 15.20, other revenue 3.58. That other revenue, by the way, had increased substantially at that point for the reason that we offer a service to the

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Department of National Defence at the Currie School for which they reimburse us, and so it becomes a revenue item.

COMMISSIONER ROBISON: Is that 3.58 or 3.88?

A 3.88 in my copy, sir, I think that is correct.

COMMISSIONER ROBISON: Yes.

A (1) Non-resident Fees Charged to Calgary School District #41, Bowness School District, Bow River School District, Glenmore School District and Shouldice Terrace School District

In 1947 they were charged \$60.00 per pupil grades I to VIII; in 1954 \$100.00 per pupil; in Grade IX 1947 \$75.00 per pupil; 1954 \$150.00 per pupil; High School Grades 1947 they were charged \$110.00 per pupil; 1954 \$175.00 per pupil. The number of pupils accommodated at the above rates from the Fringe Areas, in '53, the first item is Special. Those, Mr. Chairman, are opportunity classes and classes for people who are deficient in sight and hearing and Calgary has the only facilities, of course in the area, so that we have one from Bowness, one from Shouldice Terrace, and one from Bow River, that number varies from year to year, of course, but from Bowness we had 50 Senior High School pupils, from Shouldice Terrace 27 Senior High School pupils; from Bow River, including Forest Lawn and Albert Park we had 26 Elementary students, 48 in the Junior High and 28 in the Senior High; from Glenmore 32, elementary pupils, 12 Junior High and 23 Senior High, making a total of three in the special

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class, 58 Elementary, 60 Junior High and 128 Senior High.

(k) Special Services

The problem of special services for atypical children " -- and we had an error there once before, those are children who deviate from the typical -- the problem of special services for atypical children is one that is of common concern to all units of a metropolitan area. Calgary School District #19 operates the following special classes:

| <u>Type of Class</u>  | <u>No. of Classes</u> | <u>Enrolment</u> |
|-----------------------|-----------------------|------------------|
| Hard of Hearing       | 1                     | 7                |
| Sight Saving          | 1                     | 6                |
| Jr. Opportunity Class | 4                     | 50               |
| Sr. Opportunity Class | 2                     | 36               |
| Cerebral Palsy        | 1                     | 14               |
|                       | <hr/>                 | <hr/>            |
|                       | 9                     | 113              |

Average per class = 12.5

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Giving us nine classes with an enrolment of 113 pupils or an average per class of 12.5.

" Since the teachers for these classes are better qualified and have more experience than the average classroom teachers, these factors combine with the low average enrolment to give a very high per pupil cost. The per pupil cost for these services is \$297.91 as compared to \$137.54 for regular elementary classes. While it is doubtful that the school districts adjoining

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Calgary could provide such services in their own districts, the fact is that Calgary School District #19 admits all such pupils from neighboring areas to its classes at the regular tuition fee of \$100.00 per year."

THE CHAIRMAN: Thank you, Mr. Warren, very much.

Now, are there any questions by any persons present from the floor first?

Yes, Mr. Brownlee.

MR. BROWNLEE: Mr. Chairman, I wonder if I could ask Mr. Warren one or two questions?

THE CHAIRMAN: Surely, will you come over here so Mr. Malcolm, the Reporter, will hear you.

EXAMINATION BY MR. BROWNLEE:

Q Mr. Warren, probably I should introduce myself to you. My name is Allan Brownlee, and I am representing the Municipal District of Strathcona, which lies to the east of Edmonton.

Now, in Edmonton I have noted this situation that there are two towns, Jasper Place and Beverly, which probably would like to be annexed to the City of Edmonton, but they do indicate a very strong desire to retain, if at all possible, some degree of local autonomy or at least individual representation.

THE CHAIRMAN: Mr. Warren, if you choose just to be seated --

The first part of the paper is devoted to a discussion of the general principles of the theory of the structure of the atom. It is shown that the structure of the atom is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are based on the principle of the conservation of energy.

The second part of the paper is devoted to a discussion of the structure of the atom. It is shown that the structure of the atom is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are based on the principle of the conservation of energy.

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The fifth part of the paper is devoted to a discussion of the structure of the atom. It is shown that the structure of the atom is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are based on the principle of the conservation of energy.

The sixth part of the paper is devoted to a discussion of the structure of the atom. It is shown that the structure of the atom is determined by the laws of quantum mechanics, and that the laws of quantum mechanics are based on the principle of the conservation of energy.

A Thank you.

Q MR. BROWNLIE: In other words these people near Edmonton have said in effect, "We want more than just representation by population, we want something equivalent to the ward system so that we will have individual representation on the Council who will see to our needs.". Now, I mention that to indicate my question with regard to your Brief, I notice on page 7 you list the several School Districts which you would propose would be brought under a metropolitan area, and under a metropolitan School District, and I would like to ask you first of all has your Calgary School District canvassed the views of these several School Districts to see whether they approve of the suggestion you are making for a Metropolitan School District?

A The answer is no, Mr. Chairman. We have, we have not done that. I think it is fair to say that the Calgary School Board has not initiated a suggestion that they should go out and handle the school problems of this area. School people tend to follow developments that take place in the Municipal field, if a Municipality is to enlarge itself it creates a school problem that the school authorities have to face, and the attitude of my Board is simply that, that if in the interest of Metropolitan development for social services and for all of the things that have been spoken of, lights and power and sewage and the like, if in the interests of the best form of municipal development

1. Introduction

The purpose of this study is to

investigate the effects of

the proposed system on

the overall performance of

the system. The results of the

study will be presented in

the following sections.

2. Methodology

The methodology used in this

study is based on the

following steps:

1. Data Collection

2. Data Analysis

3. Results and Discussion

4. Conclusion

5. References

The results of the study show that the proposed system has a significant positive effect on the overall performance of the system. The results are discussed in detail in the following sections.

The study also shows that the proposed system is effective in reducing the time taken to complete the tasks.

The results of the study are presented in the following tables and figures.

The study concludes that the proposed system is a viable solution for improving the overall performance of the system.

The study also suggests that further research is needed to investigate the effects of the proposed system on other aspects of the system.

The study is limited by the scope of the research and the sample size used.

The study is a preliminary study and further research is needed to confirm the results.

The study is a preliminary study and further research is needed to confirm the results.

these areas are taken in, then the Calgary School Board expresses the view that they will naturally undertake the responsibility of serving the educational needs of the community but they have a grave concern over the type of organization you imply that there would be, so to speak, a number of independent School Districts all wishing certain things and they feel that that condition would be intolerable just as it is intolerable within the confines of the City itself; we have areas in the City, I might mention the Ross-carrock area, I might mention the Windsor Park area, which are not unlike Bowness and Forest Lawn in many of their aspects, and those places are operated, the school services are operated by the Calgary School Board as a general over-all Board, and their representation is at large and the question would be why should Bowness or Forest Lawn have a privilege which is different than the privilege of the people of Windsor Park or the people of the Ross-carrock District, or the people of some other area which is actually within the City of Calgary now. That may be a long-winded answer to your question, but it sets forth a principle, I think.

Q Well, yes, that, I understand your answer, Mr. Warren, but when I asked whether you had canvassed the views of the separate School Districts as to whether or not they approve of your plan, your answer I take it is no, you haven't?

A No, that is right.

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Q Now, --

A I should have stopped there.

Q No, that is all right, I appreciate your answer, sir.

Now, I take it that your views, borne out by your statement on page 6 where you say that, "A Metropolitan Board, with representatives chosen from the Boards could only lead to competition among members for benefits to their particular wards.", that bears out the answer you gave me to my previous question.

A That's right.

Q Now, quite frankly, sir, don't you think that School Districts such as Bowness or Shouldice Terrace might be quite concerned as to whether or not under a scheme such as you propose their schools might not get their proportionate share of school revenues, in other words is it not quite likely that they would take the view that they would like to have local autonomy in order to see that the spending is equalized throughout the area and that their school facilities are, as much as possible, brought up to the level of those in Calgary?

A I think I have two observations to make about that point. One is that the problem is not different to the problem that already exists in the City of Calgary. We have a district such as Mount Royal, for example, which probably contributes more by way of taxation than a comparable district somewhere else in the city, and I suppose it might be



contended that these people should always press for an expenditure in their district comparable to the amount of revenue produced in their district, but that isn't so, because the Board is charged with the responsibility of giving equal educational opportunity to all children. We recognize no difference between the children of Bowness, the children of Forest Lawn or the children who may be living in a tourist camp. We recognize a Board can, a Board is charged with treating all children equally and giving all children service to the best of their ability. Now, true enough some districts have school services which are not as good as in other districts and that will always be the case, by reason of new building, but, but it seems to me the answer is just in those two points (a) that that situation already does exist in many cities, different types of areas, and secondly that the Board is charged with the responsibility of seeing that those children get proper education and if they don't fulfil their obligation then I suppose they should be put out of office and the same thing would be true if Bowness or Forest Lawn or these places came in then they have an equal claim on educational facilities.

Q Well now, if differences can exist in the standard of facilities available to different school areas, it's quite likely that a difference will also exist between the standard prevailing in the City proper and outlying School



Districts, is that not true?

A I think that is correct.

Q And that probably will always be the case?

A I think that is true also.

Q So that am I to take it that you do recognize the reason for the concern that rural School Districts might show over losing their local autonomy?

A I quite understand that there might be such a feeling among the people.

Q Quite. And I notice at the bottom of page 7 and over to page 8 you talk about the fact that there will be a very large capital outlay necessary to bring the physical plants of the surrounding districts up to the average standard in Calgary; and you end up by saying, "It must be assumed that considerable capital outlay would be required to bring the standard up to that of Calgary schools." You are up against a financial problem now with respect to schools and quite frankly, sir, isn't it fair to say that you have got very grave concern as to whether the equalization of this standard ever can take place?

A You mean as between the areas under consideration, Bowness and so on and Calgary?

Q Yes?

A Well, I think it would take quite some time just as it does again in our own system, we have some schools that are very very old, they were the first schools built in Calgary and

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 1, 1861.

2. The second part is a report from the Secretary of the Treasury, dated January 1, 1861.

3. The third part is a report from the Secretary of the Interior, dated January 1, 1861.

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19. The nineteenth part is a report from the Secretary of the Army, dated January 1, 1861.

20. The twentieth part is a report from the Secretary of the Navy, dated January 1, 1861.

so if you are speaking of the standards of physical accommodation it will be quite some time before they are equal to those of a new school. Now, it would be the same in Bowness, I take it, or other places, that if they have buildings which are presently not up to the Calgary standard they would have to wait their turn the same as certain other districts in Calgary have to wait their turn until facilities can be brought up to the standard. I might just interpose one more thought though in that respect that while that is generally true in our system and would be true in case of annexation, you can't completely measure the quality of education in that respect.

Q Well now, I have only one other question, sir, and this is not a specific question, it's a very general one. I am inclined to the view that there is a distinct difference between standards of school facilities in urban areas and rural areas and I look to the possibility that it might be very difficult to equalize them. Would you be prepared to agree that any municipal boundary changes which might result in the depression of rural school standards would not be fair and reasonable?

A I don't think I quite get the question, sir --

Q Well, what I am suggesting to you is this, that if a boundary change could take place, and which might result in a depression of a rural area in its school standards, would you feel that that was unfair or unreasonable?



A But I don't see how a boundary change would --

Q Well, I am saying --

A -- result --

Q -- it could take place, and I will be more specific. I have in mind the School Division of Clover Bar which is in the same area as the Municipal District of Strathcona. Now, there is a possibility there that a large industrial assessment might be annexed to the City of Edmonton, leaving a rural area with a lower assessment by reason of such annexation. There is the feeling that if that took place the school facilities in the remaining rural area which has lost its industrial assessment, might conceivably be depressed below the standard that exists today while they still have the industrial assessment. Now, do you consider that under those circumstances it might be considered unfair or unequitable to remove an assessment and depress a rural standard of school facilities?

A I think the answer to that, sir, is that when you talk of questions of fairness, there is usually more than one party involved in the situation, and fairness would have to be judged on the over-all situation. In other respects maybe it is unfair to Edmonton that Edmonton is presently looking after some of the children of the workers in those industries, so that I think you would have to judge the question of fairness over the total situation. You have a City of Edmonton probably providing school facilities to



the workers in the various industries of the Clover Bar area, you have the Clover Bar area which is probably enjoying an unprecedented prosperity, money available for schools, now what is fair as between the two it seems to me that has to be the basis of judgment, and I am not prepared to say that it's unfair to Clover Bar, I would only be prepared to say that fairness would have to be judged as between the two contributing areas.

Q Fine, thanks, Mr. Warren.

EXAMINATION BY MR. BREDIN:

Q I was just interested, Mr. Warren, in preparing your costs in relation to your statement with regard to a metropolitan plan, I have before me a summary of the Toronto education set-up and they use that term, and I notice there that they have a, each of these 13 Municipalities which make up Metropolitan Toronto retain their own School Board, but in addition there is a Metropolitan School Board which makes a general levy, and allocates to each School Board an amount of \$150.00 per year to each primary pupil, \$250.00 per year for each secondary pupil, \$300.00 per year for each vocational pupil, and I was comparing those with your figures on page 3 at the top of the page and I notice you are well within those figures that is allowed in Toronto as a basic grant, then in addition I understand if any or each of the 13 Municipalities wish to improve

The first of these is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The second factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The third factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The fourth factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The fifth factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The sixth factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The seventh factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The eighth factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The ninth factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child. The tenth factor is the fact that the school is a day school and not a boarding school. This is a very important factor in the selection of a school for a child.

their standard beyond that, an additional levy may be made, but only in the local area, that is if any one of the 13 desires a higher standard than the basic minimum may do so, but only an assessment against its own ratepayers; and I think it is that duplication of School Boards that you have reference to as being an unnecessary cost, is that so?

A Yes.

Q But you see my point was that I notice you are well within the basic grant which is made in Toronto, even on your actual cost today, so that there would be no additional levy made, even if the Metropolitan assessment, Metropolitan principle were adopted and the grants were the same as in Toronto you would be well within them at the present time?

A I suppose that would be true, except I might say, it is a matter of interest, that I had very lengthy conversations with the school people of Toronto with respect to the operation of the Metropolitan Board, and certainly the school people there are kicking themselves very much now that they hadn't given this organization a second and a third look at the time, because they have recognized a great many administrative difficulties creeping into it; this whole question of special services, for example, and the whole question of each district wishing to have its own supervisors, that all of these things have crept in



The first part of the report deals with the general situation of the country. It is a very interesting and informative study of the country's development. The author has done a great deal of research and has gathered a wealth of material. The report is well written and is a valuable contribution to the study of the country's development.

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as great difficulties and inconveniences from the school standpoint.

Q I suppose from the cost standpoint as well, with the greater duplication of municipal, or school officials?

A That is correct.

EXAMINATION BY COMMISSIONER DAVIES:

Q Were those extra services you were just referring to now, Mr. Warren, as a result of your conversations with people from Toronto, are those extra services the extra services which are charged back to the local Board if they particularly wish to have them as an expense on the local, on the local area?

A No, I think not in the case of special services, sir. The special services were the over-all services that were paid for from the levy over the whole area.

Q Thank you.

A That is my understanding.

THE CHAIRMAN: Mr. Gardiner?

EXAMINATION BY MR. GARDINER:

Q Yes. I would like to ask Mr. Warren one question. I think on page 7, Mr. Warren, you say comparison of the pupil assessment, 1953, and against Bow River you show the number of pupils as 724, the assessment as 1,160,890.00, and the assessment per pupil 1,603.00. What I would like

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to get on the record is, was that the information attributable to the whole of Bow River School District as submitted to you, do you know?

A That is correct.

Q Well, I just wanted to say this for the sake of the Commission, that the Bow River School Division, as you probably realize, comprises an area that is outside of the Village or Town of Forest Lawn, and within the Municipal District, also comprises an area which is outside of the sphere of the area that is proposed for amalgamation or annexation if the Commission so desires, and I just wanted to clear the record in that respect.

THE CHAIRMAN: But not big enough to get outside the new Calgary Municipal District?

A Well, not administratively

MR. BROWN: Mr. Chairman.

THE CHAIRMAN: Yes, Mr. Brown.

EXAMINATION BY MR. BROWN:

Q Mr. Warren, I would refer you to the last, number 6 in your summary, the last paragraph in your Brief. You say, "The annexation of districts which are unable to pay their way is naturally a matter of grave concern to Calgary taxpayers." Now, let's deal with that sentence first of all. You, in the beginning of your Brief you immediately said that this Calgary School Board was responsible to the



electors, being of course the taxpayers. In a capital expenditure, Mr. Warren, do you have to go to the ratepayers to submit it to them by plebiscite or referendum or anything of that nature in order to make a capital expenditure?

A If the ratepayers demand that a referendum or plebiscite be taken, then, of course, a plebiscite has to be taken, but it is sufficient under the Act to advertise the proposal to borrow money and if a demand is not made by the ratepayers, I have forgotten the number, I think it is 200, if the demand is not made by the ratepayers then it is assumed that with the approval of the Public Utility Commissioners and the Department that the Board may go ahead.

Q In the past five years how many occasions have you had to go to the ratepayers?

A None in the last five years.

Q And yet the development in school property has been great during that time?

A Very extensive.

Q Would you feel that possibly if Calgary did annex these areas mentioned and the School Districts or divisions mentioned, the school property was acquired in outside areas, that this concern of the Calgary taxpayers might make itself evident in that regard, I mean in the capital expenditure field?

A Yes, it is quite conceivable, yes.

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2. The second part of the document is a report on the condition of the State of New York, dated January 1, 1892.

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Q I hope the Commission note that concern. That is what I want to emphasize.

THE CHAIRMAN: Well, Mr. Brown, I would like the witness to give a little, it is quite conceivable, probable?

A Conceivable was the word I used, Mr. Chairman, if I understand the, the, the question clearly it is that up to the present time when the School Board has advertised the Bylaw for the borrowing of money that the ratepayers of Calgary have pretty well assumed that the money was needed to carry on the purposes of education and that they have not demanded a plebiscite.

THE CHAIRMAN: Right.

A Now, if I understand Mr. Brown correctly, he is saying this that if Bowness, for example, were annexed, and money had to be borrowed to improve or increase their facilities in Bowness, a Bylaw would be advertised in the same way and the citizens of Calgary might take another look at the published Bylaw and demand a plebiscite and might turn it down.

THE CHAIRMAN: You say that's conceivable, that's as far as you go?

A I say it's conceivable, and I think that, that's as far as I could go, Mr. Chairman.

THE CHAIRMAN: All right. Mr. Warren, it is also conceivable that in the six millions that you have to have



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between now and 1959 that their patience might wear thin and they might, the citizens of Calgary outside the fringe areas might want one or two extra looks, true?

A That is correct, yes.

Q THE CHAIRMAN: Very conceivable?

A Yes.

MR. BROWN: That's true.

THE CHAIRMAN: Mr. Brown, I have a high opinion of the ratepayers of Calgary. I don't think that they are going to ask for a plebiscite just because they happen to come in, if this should transpire that there happens to come into the corporation of the City of Calgary areas where a High School has to be built, that they are going to ask for any votes of all the people in all the areas that are not concerned other than as taxpayers.

MR. BROWN: I imagine it would depend on what proportion of Scotchmen there are in the territory.

THE CHAIRMAN: Well, of course I am taking that into account.

COMMISSIONER DAVIES: That, of course, is an Englishman's viewpoint.

COMMISSIONER BLACKSTOCK: As a matter of fact, I think there is only the one urban plebiscite in the last ten years.

MR. BROWN: I think so, yes, somewhere around there.

THE CHAIRMAN: In all the urban areas?

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COMMISSIONER BLACKSTOCK: Yes, there have been quite a few rural plebiscites, but my recollection is only one urban.

THE CHAIRMAN: Yes.

MR. BROWN: Mr. Gardiner inserts here he and I will go on a holiday at the time.

THE CHAIRMAN: We will see to it.

Q MR. BROWN: "The Board's acceptance of the principle of annexation is contingent upon adequate financial support from Provincial sources to compensate for the difference between the educational load incurred and the capacity of the annexed districts to support this load." Now, you are assuming, Mr. Warren, or rather your Board I presume feel that it would be necessary for the Provincial Government to take up the slack, in other words, created by these annexations?

A Yes.

Q Otherwise you would not be proposing annexation, is that correct?

A Well, as I said before, the Board has not proposed annexation. The Board will follow what the City does, the Board moves in with educational services wherever the City facilities expand, and I presume they would do so, and of course they would have to do so if the areas were annexed, and made into one large area, but the Board, at the same time, is conscious of the straight economics of the situation.

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You don't incur an additional financial obligation lightly, that is you don't invite a poor relative into your house, shall we say, unless you feel reasonably sure that he is going to take his share of the load. Now, I am not speaking of this in an altruistic way at all, I am just saying from a straight economic standpoint the Calgary School Board represents the ratepayers of Calgary and would be very reluctant as representatives of those ratepayers to incur an additional financial responsibility, they might be reasonably happy to take on a responsibility provided that responsibility brought in enough revenue to pay its way. I think that is not a question of altruism or anything else, it is just a question of straight economics, you don't like to take something that is going to cost money, and I think that is perfectly understandable.

Q Well now, did the Board recommend annexation because the City of Calgary did, or was it because of the things that you had told them that you had learned of the Toronto situation?

A I must make this clear, Mr. Chairman --

Q I want you to make it clear, Mr. Warren.

A The Board has not recommended annexation as a solution to certain problems. The Board has said that if this takes place, as it seems likely to take place for reasons which have been made public in these meetings, that the Board will naturally follow and take care of the educational

The first thing I noticed when I stepped out of the car was the cold air. It was a sharp contrast to the warm blanket of the car's interior. I took a deep breath, feeling the crispness of the morning air. The sun was just beginning to rise, casting a soft glow over the landscape. The road ahead was quiet, with only a few distant cars visible on the horizon. I felt a sense of peace and solitude, knowing that this was my chance to escape the hustle and bustle of everyday life.

As I walked along the path, I noticed the way the light filtered through the trees. The leaves were a mix of green and gold, indicating the early stages of autumn. The ground was covered in a layer of fallen leaves, crunching under my feet. I stopped for a moment, looking up at the sky. A few wispy clouds were scattered across the blue expanse, and a single bird was seen in flight. It felt like a moment of pure magic, a fleeting glimpse of something beautiful.

I continued my walk, feeling the rhythm of my steps. The air was cool but not freezing, just what I needed. I thought about the journey that brought me here, the decisions I had made, and the challenges I had overcome. It felt like a long road, but one that was worth traveling. I was grateful for the time I had taken to myself, to reflect and to recharge.

The path led me to a small clearing, where a stream flowed gently. The water was clear, reflecting the surrounding trees and the sky. I sat on a log, watching the water flow. The sound of the stream was soothing, a natural melody that filled the air. I closed my eyes, feeling the warmth of the sun on my face and the coolness of the water. It was a perfect moment, a perfect place.

I stayed there for a while, lost in thought. The world around me seemed to fade away, leaving only the present moment. I felt a sense of connection to nature, to the earth beneath my feet and the air around me. It was a reminder of how small I was in the grand scheme of things, yet how much I could experience in a single day.

As the sun rose higher, the light became brighter. The shadows were cast longer, and the colors of the leaves became more vibrant. I stood up, feeling a renewed sense of energy. I had found what I needed, a moment of peace and a place to call home. I turned back towards the car, knowing that I would return to the world of cars and roads, but I would carry this moment with me.

The journey was over, but the memories would last a lifetime. I had found a moment of clarity and a sense of purpose. I was ready to face whatever came next, knowing that I had the strength and the resilience to overcome any challenge. I took one last look at the stream, then turned and walked back towards the car. The road was still quiet, but now it felt like a path leading home.

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problem that comes with it. They recommend that if this takes place, of the two or three forms of government which may be possible, they would prefer annexation to certain of the other forms.

Q And the Board is willing to face up to the extra job of work?

A Yes.

Q Yes. Thank you, Mr. Warren.

THE CHAIRMAN: Now, gentlemen, I don't know, will anybody from the floor who wishes to ask any questions indicate it now so that I will be able to make some plans.

Then I will assume, Mr. Warren, if you will return this afternoon that at the beginning we shall see if the members of the Commission have any questions to ask, and at the conclusion of that examination you will be excused; and Mr. Cannon, then when the examination of Mr. Warren has been concluded, will you or Mr. Van Tighem, whoever is going to do, make the presentation of the Separate School Board be here?

MR. CANNON: We will be ready.

THE CHAIRMAN: Thank you very much, Mr. Cannon; and Mr. Warren, we will expect to see you again after the recess. Then gentlemen, until two o'clock.

(Hearing adjourned until 2:00 p.m.)

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AFTERNOON SESSION.JANUARY 25, 1955

ROBERT WARREN, recalled, having been previously sworn, testified as follows:

THE CHAIRMAN: All right, Mr. Warren. Mr. Blackstock would like to ask you some questions, Mr. Warren.

EXAMINATION BY COMMISSIONER BLACKSTOCK:

Q Mr. Warren, in your Brief you discussed two possible types of Municipal government, namely the Metropolitan, and the system we now have in Calgary. There is, however, on the Statute Books, another type of Municipal Government, and it is known as the County Act. Have you given any consideration to that, either yourself or your Board?

A I have given it some consideration myself, sir, but it has never come for formal debate by the Board.

Q Well, would you mind expressing your own personal views?

A I don't know, sir, that they are very conclusive. I would give them to you for what they are worth. I suppose that all School Boards, or school officials are naturally interested in what might be the best form of administration for administering schools and services of all kinds, and interested in what is best, but it seems to me that when you talk about what is best you almost have to break it down

Fig. 1. The dependence of the rate of the reaction of the formation of the polymer on the concentration of the initiator.

into what is best from the standpoint of economy, what is best from the standpoint of quality of instruction, and probably what is best from the standpoint of having the people's will felt and expressed by the School Board, in other words what is the best representation that the people may have to run the schools. Now from the standpoint of economy I find it a little difficult to see that the county form of government would have any effect, for this reason, as I pointed out this morning and in part of this Brief, so many of the School Board costs are fixed, teachers' salaries, janitors' salaries took up 73% of the total budget, and I think very few people would be willing to say that these items are items that can be reduced, that is I think very few people would be willing to say that teachers are overpaid. So that there is 73% of the budget that is pretty well fixed from that standpoint, and if you examined the rest of the budget there are so many items that are constant in it, there is the dead service charge, which is considerable, and which is quite constant irrespective of the form of government, there are the supplies that we give out to the school children, textbooks and so on and so forth. So that actually a very very large proportion of our school budget is a constant part of the budget, and I would find it rather difficult to see how some other form of government would have an effect of producing greater economy there. Then if you consider the question of the



quality of instruction; what effect might a different organization have on that. There again it seems to me that the instruction is so greatly determined, the curriculum is so greatly determined by the Provincial authority that local boards have very little discretion as to what they will offer or what they will not offer in the way of curriculum. So I would fail to see how a different form of government would have much effect on the quality of instruction. Then from the standpoint of the representative principle; would a county committee, would a county committee best represent the interests of the people? I know that the argument, sir, is something like the Sirois Report about 1934 which says that education should compete with all other services, I think in fact it said education should fight for its life. Well, education always has, I think, but the theory seems to be in the county form of government education would have to compete with all of those other services. Well, I would have no objection to that, but I just wonder if under the present system where boards are elected for a distinctly educational service, as to whether they are not more representative of the feelings of the people than a Board, say a county board which chooses a committee to represent the educational interest. I would not be concerned as an individual what type of administrative forms there were, but it just seems to me one has to examine it and say what will this do for education, economically, quality of instruction,



and representation of the people. In my study of the thing I find that Municipal experts and research workers in their research always come out with a little advantage in favour of the county system, and educational people who make the same study always seem to come out with a little advantage in favour of fiscal independence, so that as far as I can gather the honours are about even.

Q I follow all that, Mr. Warren, but I have heard, and I have no doubt that you have heard, although I have not heard this on this Commission, but just street talk, that if the School Board had to find the money it might not be too lavish in its capital expenditures. I am sure you have heard that criticism?

A Oh yes, yes. Well, I don't know, sir, the School Board as at present constituted obviously could reduce its capital expenditures, but the question would be to what extent might that impair the educational job which they have to do. I might say that we have a school which we completed very recently, and by we I mean the Board really, the Board has completed a school very recently at a very low capital cost. They completed it because of something of an emergency situation, it was impossible to forecast just what the development in that community might be. Now that is a good school for its purpose, and it's a good school in that particular situation where we don't quite know the direction of growth or progress, but I think, if you were to see it, you might



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agree that it would be a poor capital investment over say a period of 40 years, and so the question is, it seems to me, not as to whether the absolute amount of money that is spent for capital is greater or less, but as to which might be the better economy, to build a very substantial good long-enduring sort of building which will do the thing we want it to do, or to reduce capital costs, pare them to the bone, and get something less in the service than we feel the children are entitled to.

Q Would I be correct in assuming, Mr. Warren, that from your evidence that you yourself would favour the existing type of government as against the county form?

A I think so. I haven't very firm convictions either way. I don't stand up and make a lot of noise against the county system, I think probably it may work in some instances, but from the pure standpoint of logic I just fail to see where it would induce greater economy, or better quality of instruction.

Q Thank you very much, Mr. Warren.

EXAMINATION BY THE CHAIRMAN:

Q Mr. Warren, just occurring out of what you said to Mr. Blackstock, I take it that this new type of building you are referring to is the one at Spruce Cliff?

A That is right.

Q And what per classroom was the cost?

...and not something less in the

Q I think I should like to see some evidence that you are not just a government of government as against the people. I think so. I have a very strong feeling that we should stand up and make a lot of noise. I think probably we have been in some kind of a system, but from the pure standpoint of where it would induce a free economy, or at least the of institution

Q Thank you very much, Mr. ...

A It was something in the neighbourhood of \$10,000.00, between eight and ten thousand.

Q Oh, I see. Well, the buildings that you are building, I am not familiar with the ones that were build in '54, or very recently, but what is the Boards prognosis, or the Engineer's prognosis as to the life of those buildings?

A Well, we say 40 years.

Q Forty years?

A Yes.

Q Now your 40year-old buildings that you have, I presume that Victoria is still in commission?

A Yes.

Q I visited Victoria more than 40 years ago, and the first visit I made to the City of Calgary was to the School Board office in the Central School, just over here.

A Yes.

Q Now those, I suppose that when you speak of modernization there isn't much that could be done to the interiors, of course so far as the exterior is concerned I suppose they are good for a hundred years still, but is there much that can be done in the way of modernizing a building that was built to serve a specific purpose 40 years ago?

A Oh, something, sir. If you take McDougall School which we are in now, some of the rooms have been modernized very well, but you can't do very much with them, I mean they have supporting walls that are that thick that nothing less



potent than an atomic bomb would --

Q And the ceilings are still 14 feet high?

A Yes. But the schools you have mentioned, sir, I suppose will be standing 75 years from now, and I imagine they will still be in use as schools.

Q I fancy so. Well, when I was in educational administration I used to try to advise School Boards, not City School Boards because they had very competent advice nearer home, but I used to try to advise Divisional Boards that they might content themselves with planning schools which might have all the amenities that a more expensive school would cost, but plan on the basis of from 25 to 30 years life, on the expectation that in the Hamlets and Villages and Towns and open country areas there might be completely new demands on education in such a length of time. Now I take it from what you say about this Spruce Cliff type of building that the expectation is that it could be replaced with a more permanent building in a matter of 15 or 20 years?

A That is correct.

Q Yes. I should like to see that some time just to satisfy myself as to what you are able to get for \$10,000.00.

A Yes, sir. I wouldn't wish to be misinterpreted here, we think it is a fine building for the purpose that we find in that district.

Q Yes?



A But not as a permanent building such as we would call a permanent school building.

Q Yes. Now, Mr. Robison, were you going to ask anything?

EXAMINATION BY COMMISSIONER ROBISON:

Q Now, I have one or two questions. Mr. Blackstock has covered practically everything I wanted to know. I was going to get into fiscally independent School Boards, but I accept your answers. I do want to dwell for a moment on this business of standards, we have heard a lot about standards, the standards of Calgary are higher than the standards of Bowness, or some other place, do you see what I mean? As I understand it that involves two aspects, there is the physical standards, and the teaching or educational standards. Now dealing with physical standards, and to carry on with what Mr. Blackstock was saying, there has been some evidence before this commission, and some talk on the street, that there is far too much money being spent on frills in some of these urban schools, these new ones. Have you any reaction to that sort of thing?

A Well, I would have to, I would almost have to answer that with another question, sir, and that is what is referred to, or what are referred to as "frills", and then break it down into the Elementary, Junior and Senior High School. I don't mind doing that.

Q Well, let's get out of Calgary and talk about the Victoria



Composite High School in Edmonton. Now I don't want to put you on the spot, but I have heard in Edmonton very strong criticism of the cost of that school, and the services provided, the furnishings, and the drapes, and all that sort of thing; in other words people are concerned with capital costs, they are asking whether they are not too high altogether, you see?

A Yes.

Q Now are you satisfied as a responsible administrator in this City that the capital costs are within a reasonable area, or are we getting, are we getting too high?

A Well, I am satisfied of two things, sir; I think that the capital costs in the City of Calgary have been kept very well in line, and in accordance with the needs of the curriculum, and I am satisfied at the same time that School Boards could go overboard in these things that you speak of, if you speak of expensive drapes, and very elaborate and expensive stage effects, and some services that to some of us are quite foreign to schools, maybe not foreign in the East, swimming pools, for example.

Q Yes.

COMMISSIONER DAVIES: Excuse me. Have you got a swimming pool in any of your schools in Calgary?

A No, sir.

Q No.

A I am quite satisfied that Boards have it within their



discretionary power to go into those things very substantially, and unless a reasonable rein was kept on it, it could get out of hand, I think that is true. I would be most reluctant to criticize anything that Edmonton might do, and I don't intend to do it here, but as a generalization what you say is true that one has to watch these things rather carefully. There are some people, I suppose, who might say that in some of the Calgary schools there is more elaboration than needed. I don't think so. I suppose it is a matter of opinion as to what value you expect to get for your educational dollar in education of the children.

Q COMMISSIONER ROBISON: Well, that is the second part of my question, that's dealing with the physical aspect of it, would be the teaching and educational matters. Is there any ground for believing, this is elementary, it is pleaded on that basis, is there any ground for believing that the child educated in a rural school around Calgary, or Edmonton, say Bowness, Beverly, or any other place, is by that fact any less qualified than his brother or sister in one of the city schools?

A I should say very little. The city school, let us say in the Junior High School, 80% of the Junior High School programme is fixed and set, that is 80% of the programme is constant whether it is taken here, in Bowness, Forest Lawn, or in some school in the remote part of the Province. About 20% of the programme is a programme of optional subjects,

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let us say, which include such things as Art, Dramatics, Music, Shop Experience and Home Economics. We here in the City are operating the Shop and Home Economics programme, and probably a little better programme in Music by reason of the fact that we have a Supervisor who can give the programme some leadership and direction, but outside of that I would be as willing to accept a pupil from a rural school ten miles out as from our own grade 1 or 2. It depends on the teacher, and you get there simply into a comparison of teachers. If my child were under a good teacher 40 miles out of town he would certainly be far better than if he were under a poor teacher in the best classroom we have in the City.

Q Well then, when people are talking about educational standards, that they want educational standards on a par with these urban areas, it would probably be tied in with more expensive buildings and equipment and this 20% of optional subjects, would that be reasonable?

A Well, I spoke, remember, about the Junior High School only there.

Q Yes?

A If you go to the Senior High School you could say there is a problem, that if you build a small Senior High School in some of the places mentioned you are rather rigidly circumscribed in the type of programme you can offer. I think it has to become pretty well a straight academic



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programme which is directed to University preparation. It takes a large school to offer the type of programme which does two things, which I consider valid. I think a Secondary School has two jobs, it prepares students for the University, and I think it always must and always will and always should, but at the same time it deals with a lot of other students who are not going to University and who require a somewhat different curriculum. Now when you get to the small school it becomes impossible with the limited staff and limited facilities to do more than one, and that becomes the academic job and the academic programme, and they would be quite right, I suppose, in saying that their standard of secondary education is not as high because they have not the numbers to warrant giving the type of secondary school programme which is thought to be needed.

Q Speaking for myself, Mr. Warren, I have found your Brief and your evidence most helpful, very very helpful indeed. That's all, Mr. Warren.

EXAMINATION BY COMMISSIONER DAVIES:

Q Mr. Warren, I would like to come back to just an odd thing or two that is mentioned, and I would like to read an article that appeared in the Financial Post of the 8th of January about your buildings here, and ask for your comments. And the heading is, "'Standard Parts' construction shaves Alberta School costs. Glenwal Ltd., an Alberta company that



is launching a 'standard parts' approach to building developed by lumber manufacturers MacMillan and Bloedel Ltd., has completed its fifth school in the past three months. Glenwal reports substantial saving. Cost of 'Spruce Cliff' School at Calgary was \$80,954.00, for eight classrooms and two recreational rooms. Glenwal Ltd. gives cost per square foot as \$7.10, compared with \$11.54 per square foot for another recent urban school in Alberta, by other builders, and \$12.00 for another. It cites \$11.84 and \$10.07 as costs in two recent rural schools by standard methods. Cost per classroom was thus \$8,095.00, compared with \$21,657.00 and \$22,363.00 for the other two urban schools with which comparison is made. Construction time was one months, 27 days, compared with 12 to 14 months by standard methods, the company says 'Glenwal's system consists of factory-made panels with built-in insulation and vapour barrier.' Now the rest of the comments in the article have to do with houses. Does this make this school look different than the other schools?

A Yes, yes it does. You would just have to see, sir, one of what we call our standard schools and the Spruce Cliff school, and you would recognize immediately that they are two different types of building. I think your figures are correct, sir. When I said 10,000 a room, I am thinking in terms of a room equipped with desks, and so on, so that I think your figures are correct. But the school,



and I have to emphasize again I think it is a very good school for the purpose for which it was built, but the school itself we would recognize as having certain rather serious disadvantages for our programme. I could enumerate some of those perhaps.

Q Well, I wish you would.

A If you wish me to. For example the school that we are speaking of has no gymnasium. It has a shelter space which is just a court, that is it is a large court surrounded by eight classrooms, and that court is a shelter space built on a cement slab. Now ordinarily many of the music and physical education programmes of the classroom are carried on in the gym, which is somewhat set aside from the regular classrooms, and we find now that when we have physical education classes, or music classes going on in this large court that it interferes with the regular work in the eight classrooms; it is quite noisy, in fact there is a tremendous reverberation in there both at recess time and at noontime, and when physical or musical activities are in progress. I should say that is one disadvantage. And of course, irrespective of the disadvantage, you must remember (a) that this school has no gymnasium, in other words when you say that a school costs \$22,000.00 per classroom, you are thinking in terms of the whole school, the classrooms, the principal's office, the medical inspection room, the gymnasium, the shelter rooms, and all

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parts that make up the school. This school has no gymnasium. That makes no reflection in the cost at all. And the principal's office and the medical inspection room are the same room. That is the nurses take rather a dim view of that at the present time, because they have to shift the principal out in order to get their work done, so that it involves an inconvenience in the operation of the work of the school. Our lighting in those buildings does not come up to the same standard of lighting that we ask for in the regular or permanent type of building. We are not sure yet how much extra it will cost us in the heating of such a building. Our own buildings, I think, carry four inches of insulation throughout all the walls, and sound insulation, and as a result they are quite economical to heat. Now just how much of the saving will be lost in terms of heat lost, heat loss, and extra upkeep we are hardly in a position to know. Buying a school is like buying a pair of shoes; you can buy a pair for \$8.00 and they may last you six months to a year, or you may buy another that cost \$20.00 and you may get three years out of them, and this is much the same. That is there may be some hidden costs in terms of extra heat and extra problems of ventilation and extra problems of upkeep that we are not in a position to say just what they are yet, or how much they are.

Q I was thinking more in terms of the cost per square foot of \$7.10 on this school compared with \$11.54 and \$12.00



- 1833 -

which would indicate that if you wanted a gymnasium you could apparently have it at a fairly cheap amount per square foot.

A I doubt that very much, sir, because when you get into a gymnasium you are getting into something which pushes up the height of the building, and the more you push up the height of the building I believe the greater problem of spanning that height, and your problems of holding up the roof, and so on, so I would doubt very much if the floor cost, the square footage cost of a gymnasium are comparable to those of a classroom, or to those of a building without a gymnasium.

Q How many Composite High Schools have you got in Calgary?

A Two.

Q And both erected since when?

A The Western Canada Composite School came into existence in 1935. I think the extra rooms were built at that time. You see it was the Western Canada College at one time, and certain rooms were added to it to make it into Western Canada Composite High School. That was 1935. Crescent Heights was, the first portion of it was completed in 1951 and the last portion of it was completed only in 1953.

Q And have you got a drama hall in that one comparable with the one in the Victoria Composite High School in Edmonton?

A Not yet. There is an addition being built to the Crescent



Heights Composite School at the present time. Now when you say a drama hall comparable to Victoria, I don't know that I know that hall. Is it a theatre-like place with fixed seats?

Q Yes?

A Well, we haven't. We would call that an auditorium and we have no auditorium.

Q A while back there was quite a bit of talk and emphasis on the need of planning school buildings to make the school a community centre. Was that rampant in the cities at all, in the City?

A Oh, I think so, sir.

Q And did that influence your costs upward?

A No, no, I don't think that it has. Every school we have in the City that has a gymnasium is in use for many, many, many nights of the school year, in fact there is quite a big business of renting the school gymnasium for community affairs, but that does not influence the building of the gymnasium in any way, that is they are built for school purposes, and the community purpose is secondary. I may say that the Board has had requests from time to time from various organizations in the City, "Why don't you build your gymnasium on a different shape, or a different size, or put something else in it so that we can make more use of it?". Our criterion has always been, "This is built for school purposes and it must fit in with the school purposes."

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Now if the community can find use of that building for its purposes after the school purposes are met, so much the better.

Q You remember, Mr. Warren, that when the Commission sat here before Christmas that there was some discussion on the question as to whether or not the school boundaries of the Calgary Public School Board actually at various places did extend beyond the geographical boundaries of the City of Calgary. Do you remember that conversation?

A Yes.

Q Did you look into that by any chance, or think about it since then?

A No I haven't, sir, I thought we settled it at that time.

Q Well, the way it was settled, if it were settled, was that there are instances where the Calgary Public School Board boundaries operate beyond the limits of the City of Calgary?

A That's right.

Q Is that right?

A Yes.

Q Does that mean then that you are requisitioning certain Municipal Districts in the area?

A That's right.

Q And that means that a copy of the total assessment for the Calgary Public School Board is filled in on that standard form and sent to those Municipalities to show the



- 1836 -

distribution of the total requisition?

A That's correct.

Q Well, doesn't that work out to an awful fraction of a decimal or something?

A It is very very small.

Q Do you have to go through that to get \$7.00 out of the Municipal District, is it that bad?

A I think we get more than \$7.00, but it is not a very onerous sort of job. I think the Municipality in question sends to the School Board prior to the 15th of February, sends to the School Board a statement of the assessed value of the part of its property which is within the Calgary School District, and the Calgary School District then pro-rates its requisition on the basis of the assessments turned in. Now the assessment turned in on the western portion of Calgary, which, of the Calgary School District, which at that time was in the Municipal District of Springbank, I guess, the amount of assessment that they would have within the Calgary School District was very small, very small, and therefore the amount of requisition that came back from that was very small too.

Q I want to ask you a few questions about the Currie Barracks area. Now that area is all within the geographical limits of the City of Calgary, isn't it?

A Yes.

Q And has the Dominion Government erected its own school on

2. The second part of the document focuses on the financial aspects of the organization. It provides a detailed breakdown of the budget, including income and expenses, and discusses the strategies implemented to manage the funds effectively. This section also highlights the role of the finance department in ensuring that the organization remains financially sound and sustainable.

3. The third part of the document addresses the operational challenges faced by the organization. It identifies the key areas where improvements are needed and outlines the steps being taken to address these issues. This section also discusses the importance of communication and collaboration between different departments to ensure that the organization is able to meet its goals and objectives.

4. The fourth part of the document discusses the future plans of the organization. It outlines the long-term vision and the specific steps that will be taken to achieve this vision. This section also discusses the importance of innovation and research in driving the organization forward and ensuring that it remains competitive in the market.

5. The fifth part of the document discusses the role of the organization in the community. It highlights the various initiatives and programs that the organization has implemented to support the local community and promote social development. This section also discusses the importance of corporate social responsibility and the role of the organization in creating a positive impact on society.

6. The sixth part of the document discusses the governance of the organization. It outlines the structure of the board of directors and the various committees that are responsible for overseeing the organization's activities. This section also discusses the importance of transparency and accountability in the governance process and the steps being taken to ensure that the organization is run in a fair and ethical manner.

7. The seventh part of the document discusses the human resources of the organization. It outlines the various policies and procedures that are in place to manage the workforce and ensure that the organization has the right people in the right positions. This section also discusses the importance of training and development and the steps being taken to ensure that the organization's employees are equipped with the skills and knowledge needed to succeed.

8. The eighth part of the document discusses the legal and regulatory aspects of the organization. It outlines the various laws and regulations that the organization is subject to and the steps being taken to ensure that the organization is in full compliance with all applicable laws. This section also discusses the importance of legal counsel and the role of the legal department in ensuring that the organization is protected from legal risks.

9. The ninth part of the document discusses the information technology of the organization. It outlines the various systems and tools that are used to support the organization's operations and the steps being taken to ensure that the organization's IT infrastructure is secure and reliable. This section also discusses the importance of data security and the steps being taken to protect the organization's information from cyber threats.

10. The tenth part of the document discusses the overall performance of the organization. It provides a summary of the key achievements and challenges of the year and discusses the steps being taken to improve the organization's performance in the future. This section also discusses the importance of continuous improvement and the role of the organization in achieving its long-term goals.

Crown property, and do they have their own staff there, or do they pay you anything, or what?

A It is an agreement. They have accepted the responsibility of looking after their own educational problems, and they have turned over to us the problem of administration. In other words they built the school, we staff the school exactly as we would staff one of our own schools, and we bill them, I am not sure whether it is once a month or once a quarter, for the amount of money that we spend in the operation of the school.

Q There has been a suggestion in the Brief of the City of Calgary that Crown property should not be exempt from taxation, and naturally when the Commission comes to deal with that proposal one would have to give perhaps some cognizance to the fact that the Crown was paying all the school costs there, wouldn't they?

A I should think so, definitely.

Q Well, could you tell us about how many pupils there are in that school and what the staff is, can you give us some idea of the picture there?

A Right at the present moment the staff is 23. The number of students would be 23 multiplied by 30, whatever that is, 690. That is somewhat lower than our average in the City. We tend to keep the rooms there at much lower enrolment because of the number of people coming in and out throughout the year is absolutely stupendous, there may be 15 changes in



a given classroom inside of two weeks, and so to give the pupils and the teachers a chance we keep it down to about 30.

Q Is the average family there a fairly good-sized family?

A Yes.

Q Well, would you expect that if the City of Calgary got full taxes on all the Crown property out there, and assumed all the school costs that they would be further in the hole than they are now?

A I suspect that might be the case.

Q Is the Currie Barracks agreement on schooling, is that held by the School Board?

A Yes.

Q Could you file a copy of that, send a copy to Mr. McGruther?

A Yes.

Q I wonder if you would, please. In connection with borrowing for capital purposes, what is the minimum amount under which you don't have to advertise? There must be some amount that you can expend that you don't have to advertise?

A Well --

Q Capital?

A Any amount of money that is borrowed for capital would have to be advertised.

Q No matter how small the amount is?

A I think that is true.

Q How many meetings does the School Board, on the average, have during the year?

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A The Board meetings themselves will be once a month, that is the formal Board, but the Board also meets as a committee on management and health, and a committee on building and finance, so you can add another 15 meetings to that, I suppose, and that would be 27, and I think you could easily add another ten to 15 meetings, special meetings for, during budget time, and that sort of thing, so that that would be 15, 27, in the neighbourhood of 40 meetings a year, I should think.

Q What I am trying to measure is how much time do the members of the School Board in a City like Calgary actually spend on the Board's business with a view to ascertaining how much are the affairs of the School Board left to the permanent staff of the Board rather than in the hands of the Board themselves? Could you make any computation on the basis of the meetings you have told me about?

A You mean a computation as to --

Q How many hours would the average School Board member in Calgary spend whether it be as member of a committee or during a School Board meeting during the year?

A That's pretty difficult to answer. I could tell you that the Board meetings themselves go from 7:30, usually, to 11:00, so that that is three and a half hours, and if you say 40 meetings a year there, that will take about 140 hours. Then being a Board member, I suppose, is like being a schoolteacher, that is the actual hours you spend in formal



work doesn't give the whole story. I presume that they have quite a little study of their minutes and financial problems and the reports which Administration sends from time to time to the Board members to study in advance of Board meetings. Our custom is whenever there are matters that are matters of policy rather than pure administration, and which must be dealt with by the Board is to outline the thing, probably draw up some recommendations, send them to the Board members in advance of a meeting in the expectation that they will study it and come to the Board meeting ready and prepared to determine policy, so that how many hours they take that way would be rather difficult for me to say.

THE CHAIRMAN:                      Would you give them a week's notice say with this material?

A    We would hope to. Sometimes we are lucky if we can give them a couple of days, if it is something that --

Q    COMMISSIONER DAVIES:            There is some suggestion that when a City gets to be a pretty good size the City Council and the School Board tends to become more of a rubber stamp for its permanent staff. I don't say that in a negative sense, or by way of criticism, but because of the nature of the thing itself. What I am trying to ascertain is how much of the School Board work is actually done by School Board members? Isn't it largely done by its permanent staff which brings written recommendations to the Board to



say yes or no, or amend them?

A I think that is a whole question of relationship between the policy making body and the administering body in any organization. I think the School Board, or the City Council for that matter, makes a very great mistake when it injects itself into the administrative area. Administration is for the purpose of carrying out the policies that have been set by the Board, and it is up to the Board to make the policy and accept or reject, or amend suggestions for policy that may come from administration. Now it is true that the line of demarcation between policy making and administration is not a very sharp line, and it is true that administration takes on a very great many jobs in the running of schools, which might lead to the criticism that so-and-so is running the school, and that the Board is merely rubber stamping. I think that sort of criticism has always been current in Municipal Councils and its School Boards. If an administrator sits back and is a yes-man, and has no initiative, and no responsibility, that might prove very acceptable to some people, and they might say, "He knows his place and he is keeping his place." If, on the other hand, an administrator shows a positive approach to his work, and is giving leadership and attempting to provide some initiative in the system, then I suppose forever he will be criticized as attempting to run the show, and I don't know how you get away from that.

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COMMISSIONER ROBISON: Nobody else does, I think.

Q COMMISSIONER DAVIES: And how many members are there on your Board?

A Seven members.

Q Would you anticipate that if this area were enlarged that it would be necessary to increase the number of membership on your Board?

A I think it might be all right, sir, to do that, yes.

Q And to what extent, do you mean nine, from seven to nine?

A I should think that nine would bear some relation to the increase that is being talked about. That is if seven members adequately represented Calgary, then I should think an additional two would probably take care of the area.

Q Are the members of the School Board compensated in any way for attending meetings like members of Council are?

A Not on a comparable basis, sir. One School Board member just before Christmas showed me a cheque for \$48.00, which was his reward for his services for last Fall. They get \$4.00 a meeting.

Q Now I just --

A Or is it five, it is either four or five.

Q One other thing, Mr. Warren, are you familiar with the boundaries that were suggested for Calgary to this Commission at its last sittings?

A I was at that time, sir, I took a look at them, but I couldn't define them at the moment.

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the twenty-sixth is the fact that the system is not in equilibrium.

Q Looking at this table on page 8, the statement of per pupil liabilities in 1953, could you tell the Commission outside of the present City of Calgary, to what extent these liabilities exist on schools, or where in connection with schools that would come within the proposed enlarged boundaries?

A It is my impression that all these School Districts would be within the area suggested earlier by the City.

Q Well, I understood from what Mr. Gardiner -- he is not here this afternoon -- I understood from what he said that for example in respect to Bow River that all of that School District would not be contained in these enlarged boundaries.

MR. BROWN: Just about one-third.

A The amounts of property that would be left outside of the area suggested would be very small, sir.

Q COMMISSIONER DAVIES: Well, let's take page 8 again, table (c); as far as Bowness is concerned there is one school building -- it is, is it one school, no it is more than one school building.

MR. MACKINTOSH: Three.

COMMISSIONER DAVIES: How many?

MR. MACKINTOSH: Three.

Q COMMISSIONER DAVIES: Three separate school locations, three different school locations, we will say, and that would include all of the present Bowness School District



within these proposed boundaries, would it?

A That is my understanding.

Q So that takes in all the territory. Now in respect to Shouldice Terrace, that is just a one school site that is proposed to bring within Calgary, is it, or is it the total boundaries of the Shouldice Terrace School District?

MR. MACKINTOSH: There are at least two there, sir.

A Yes, there are two schools, but I think it includes the total boundaries of the Shouldice Terrace School District.

COMMISSIONER DAVIES: Do you understand that, Dr. Mayo?

DR. MAYO: No, sir, that is not my understanding.

COMMISSIONER DAVIES: What is your --

DR. MAYO: That the boundaries hardly coincide in any way, except possibly in Bowness.

A Well, I must say with respect to that that I have no map giving me the exact boundaries of these areas.

COMMISSIONER DAVIES: Well then, in respect to Shouldice Terrace and Bow River, they wouldn't necessarily be in the total area going in, and we wouldn't know whether the particular debt as showing the total amount of capital indebtedness was attributable to a school that was being taken in or not then, would we?

A You couldn't, not precisely, no.

Q Well, let's take for example now the total capital indebtedness under Table (c) on page 8 of your Exhibit of Shouldice

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Terrace as \$167,100.00; now we don't know at present, as I understand it, whether or not that \$167,100.00 is all in respect to these two schools that are in the present Montgomery area, do we?

A I think it is, sir. Shouldice Terrace has two schools serving their School District, their complete School District, and a capital indebtedness of \$167,100.00 then that capital indebtedness must be attributed to the two schools.

Q Well, could we leave it this way, Mr. Warren, since you were kind enough to sort of obtain the co-operation of others in this area in gathering these statistics together, could you prepare a memorandum on this question, on the two questions I have raised, the question of boundaries in terms of what Calgary's proposed boundaries were, and indebtedness in terms of indebtedness contracted on buildings for the area that is being taken over?

A Yes, I would be very glad to do that.

Q Thank you. Thank you very much, Mr. Warren. I join in what Mr. Robison said as to the excellence of your Brief, the clarity of it, and its usefulness.

A Thank you.

THE CHAIRMAN:

All right, Mr. Warren.

EXAMINATION BY MR. BREDIN:

Q I was just going to ask Mr. Warren one question. In comparing the city with rural schools, and particularly High



Schools, I suppose, Mr. Warren, there are problems, such as the teaching of a language, such as French, that probably they don't get outside the city very much at all. I don't suppose outside of Calgary and Edmonton French is taught in half a dozen schools, is it?

A Oh dear me, yes, yes, it is taught in very many many schools.

Q Is it.

THE CHAIRMAN: You should say Latin or Greek, Mr. Bredin, then you would be on firm ground.

COMMISSIONER DAVIES: Mr. Bredin, they teach Latin in a small village school 50 miles north of Edmonton, and they have for a number of years. They selected Latin as the language because they found it difficult to always be assured of having a teacher who could teach French.

MR. BREDIN: I don't know what to say to that.

COMMISSIONER DAVIES: The place is called Clyde, Alberta.

MR. BREDIN: Well, what would you say would be the percentage of the senior High Schools, or schools where High School is taught that would teach a language?

A I should think that 90% would not be too low, that 90% of the rooms which are classed as High Schools in the Province of Alberta would be teaching one language, and outside of Clyde the language would be French.

Q Well, I was told that there are only less than 12 competent French teachers in the Province of Alberta?

A I would think that your informant has a very very high



standard for competence in teaching French. I think that there would be many more teachers than that who teach French acceptably. In fact, we would have that number in the City of Calgary, I should think.

Q Competent to teach French?

THE CHAIRMAN: Yes.

COMMISSIONER ROBISON: I think Mr. Bredin may be prejudiced because of his French lessons.

MR. BREDIN: Well, I was going by Professor Jeanes of the University of Toronto French Department who made that statement, and he is probably a Torontonion who is always bitter towards things in Alberta, but that was his statement, that there were less than a dozen qualified French teachers in the Province of Alberta.

A Well, I think his statement should be taken with a grain of salt.

THE CHAIRMAN: I wouldn't take it at all, with or without salt.

COMMISSIONER ROBISON: How about the Latin up in Clyde, do you want to deal with that, Mr. Bredin?

MR. BREDIN: No, I would like to leave that alone.

THE CHAIRMAN: Well, may I assume then that we have secured all the information from Mr. Warren that we have any right to expect, and that we have secured and received this information very concisely, and to the point

The first part of the report deals with the general situation of the country and the progress of the work during the year. It is followed by a detailed account of the various projects and the results achieved. The report concludes with a summary of the work done and the plans for the future.

The second part of the report deals with the financial aspects of the work. It gives a detailed account of the income and expenditure for the year and shows how the funds have been used. It also gives a statement of the assets and liabilities of the organization at the end of the year.

The third part of the report deals with the personnel of the organization. It gives a list of the staff and their duties and also a statement of the salaries and other benefits paid to them. It also gives a statement of the training and development of the staff during the year.

The fourth part of the report deals with the public relations of the organization. It gives a statement of the work done to inform the public about the organization and its work and also a statement of the work done to raise funds for the organization.

The fifth part of the report deals with the miscellaneous work of the organization. It gives a statement of the work done in various other areas and also a statement of the work done in the future.

where we are very grateful, Mr. Warren.

A Thank you.

THE CHAIRMAN: We will now take a recess until 3:10 and then the Separate School Board, Mr. Cannon and Mr. Van Tighem.

(Hearing then adjourned at 3:00 o'clock until 3:15)

THE CHAIRMAN: Mr. Cannon, I understand that you are presenting the Supplementary Statement of the one that was presented in the Fall Sittings?

THE SECRETARY: We never got to the one in the Fall Sittings.

THE CHAIRMAN: ~~Oh?~~  
Oh?

MR. CANNON: There was none presented in the Fall, well, if you refer to that as the Fall Sittings, the one immediately before Christmas.

THE CHAIRMAN: Yes, that's what I had in mind. Well, we had Mr. Van Tighem, didn't we, just before that?

MR. CANNON: I don't think so.

THE SECRETARY: No, we never got down the line.

THE CHAIRMAN: All right, all right, I thought we had got further than that.

MR. CANNON: No, I don't think you got around to it.

THE CHAIRMAN: Very well, sir.

MR. CANNON: I would like to present Mr. Cooney, the Vice-Chairman of our School Board.



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THE CHAIRMAN: Mr. Cooney. Mr. Cannon, are you going to present the figures?

MR. CANNON: Yes I will.

THE CHAIRMAN: Very good sir. All right, Mr. Barnett.

RAYMOND AUGUSTIN CANNON, having been duly sworn, testified as follows:

THE CHAIRMAN: Mr. Cannon, I think we should perhaps have your submission received and numbered. It will be, Mr. McGruther?

THE SECRETARY: 58C.

THE CHAIRMAN: 58C.

SUBMISSION OF THE CALGARY SEPARATE SCHOOL BOARD ENTERED AS EXHIBIT 58C.

THE CHAIRMAN: All right, the two submissions then will be received as one number. All right, sir.

A Shall I proceed, Mr. Chairman?

THE CHAIRMAN: Proceed.

A I might say, Mr. Chairman, that we are not exactly proud of this Brief because it was prepared in two different sections. After preparing the first we, it was pointed out to us we had not projected our information on to 1959, and that seems to be a desirable thing to do and we did that and sent it on to you.

THE CHAIRMAN: Yes.

1. The first part of the report is a general introduction to the subject.

2. The second part is a detailed description of the methods used.

3. The third part is a discussion of the results obtained.

4. The fourth part is a conclusion and a list of references.

5. The fifth part is a summary of the main points of the report.

6. The sixth part is a list of the names of the authors.

7. The seventh part is a list of the titles of the papers.

8. The eighth part is a list of the names of the institutions.

9. The ninth part is a list of the names of the sponsors.

10. The tenth part is a list of the names of the reviewers.

11. The eleventh part is a list of the names of the members of the committee.

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30. The thirtieth part is a list of the names of the members of the public.

A Furthermore the supplement to the Brief contradicts, I think, in one or two cases figures given in the first part of the Brief but attention is called to that.

Q Yes?

A Perhaps I should do what Mr. Warren did with his Brief, and that is to go to page 2 and read some comments which we make --

Q Yes?

A -- and then go back to the statistical part after. On page 2, towards the middle of the page:

" For the school year 1953-54 this district had 36 non-resident students. Of these 26 were in the senior high school and 10 in the junior high or elementary grades. There are no agreements with other school districts for education of pupils in the schools under the jurisdiction of the Calgary Separate School Board. In the past we have accepted, upon payment of fees, those whom we could accommodate but that number is becoming less each year because we require the school facilities for pupils whose parents are residents of the district. These non-resident students come in the main from areas surrounding Calgary but such a number is no guide by which we might measure the number of high school students who would have to be educated by this Board if those areas became part of the school district.

It is impossible for this Board to present any statistical evidence regarding cost of providing school facilities in areas



adjoining the City of Calgary which are not now in the district. In the brief presented by the Board of Calgary School District No. 19 evidence is given as to the disparity between per pupil assessment in the present district and the per pupil assessment in an area which, it could be assumed, would come under the consideration of the Commission. This evidence is the total picture but there is no means at the present time to enable the Separate School Board to determine how many Catholic children are in that area and what assessment might be expected for the support of a Separate School. The same would apply to any other part of the Commission's deliberations insofar as Separate schools are concerned.

RECOMMENDATION: the Board of Trustees of the Calgary Roman Catholic Separate School District No. 1 is opposed to the inclusion of any or all fringe areas surrounding the City of Calgary in this school district without their annexation to the municipality of the City of Calgary.

the Board of Trustees of Calgary Roman Catholic Separate School District No. 1 respectfully recommends, in the event of annexation of any or all of these areas by the City of Calgary, adequate provision of funds by way of operational grants or equalization grants or otherwise to



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compensate for the difference in per pupil assessment between these areas and the City of Calgary."

Now if you would go back, Mr. Chairman, to page 1, I would run through the statistical tables.

" In response to the Public Notice inviting municipal bodies in the City of Calgary to submit briefs on the metropolitan development of the City of Calgary, the Calgary Separate School Board submits the following statistical information, together with observations appended, with respect to the operation of schools within the present boundaries of Calgary R.C. Separate School District No. 1."

I suppose it would be advisable, Mr. Chairman, to take part of the year '47 and go down to maybe the year '53 and then on, or '59 will appear in the Supplement, we could go on to the year '55.

A

|                  |                                     | (1)                                                 | (2)                                                 | (3)                                       | -(4)                                      |
|------------------|-------------------------------------|-----------------------------------------------------|-----------------------------------------------------|-------------------------------------------|-------------------------------------------|
| Year             | Registra-<br>tion in<br>all schools | Cost of Oper-<br>ation inclusive<br>of Debt Charges | Cost of Oper-<br>ation Exclusive<br>of Debt Charges | Average Cost<br>per pupil<br>Based on (1) | Average Cost<br>per Pupil<br>Based on (2) |
| 1947             | 1712                                | \$ 204,247.69                                       | \$189,653.31                                        | \$ 119.00                                 | \$ 111.00                                 |
| 1948             | 1766                                | 227,508.06                                          | 216,777.21                                          | 129.00                                    | 123.00                                    |
| 1949             | 1846                                | 264,835.51                                          | 253,954.88                                          | 143.00                                    | 138.00                                    |
| 1950             | 2066                                | 285,044.46                                          | 263,769.46                                          | 138.00                                    | 128.00                                    |
| 1951             | 2140                                | 323,655.30                                          | 302,774.05                                          | 151.00                                    | 141.00                                    |
| 1952             | 2452                                | 395,813.62                                          | 357,081.12                                          | 161.00                                    | 146.00                                    |
| 1953             | 2768                                | 457,173.45                                          | 410,583.70                                          | 165.00                                    | 148.00                                    |
| 1954 (estimated) | 3191                                | 545,532.00                                          | 499,997.00                                          | 171.00                                    | 157.00                                    |
| 1955 (estimated) | 3500                                | 700,000.00                                          | 555,000.00                                          | 200.00                                    | 158.00                                    |

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- 1853 -

1947 the registration in all schools was 1712. The cost of operation inclusive of debt charges, \$204,247.69. Exclusive of debt charges, \$189,653.31. Average cost per pupil based on the cost of operation inclusive of debt charges, \$119.00, and exclusive of debt charges was \$111.00. The last full year was 1953. The registration in all schools was 2768. The cost of operation was 457,173.45 inclusive of debt charges, 410,583.70 exclusive of debt charges. The average cost per pupil 165 inclusive of debt charges, and \$148.00 exclusive of debt charges.

"Note: (i) average cost per pupil in elementary, junior high and senior high grades not available."

I should say, Mr. Chairman, that is probably a fault in our bookkeeping methods in our office, but it has never, the costs have never been segregated, and I didn't like to disturb tradition when I took over.

" (ii) average cost per pupil is influenced to some degree by the composition of the teaching staff. Of a total of 101 teachers in 1954, 38 of these are members of religious orders whose salaries are not as large as the lay members of the staff.



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B.

| Year             | Percentage of Cost per<br>Pupil Derived from<br>Taxation | Percentage of Cost per<br>Pupil Derived from<br>Government Grant |
|------------------|----------------------------------------------------------|------------------------------------------------------------------|
| 1947             | 87.5%                                                    | 11.00%                                                           |
| 1948             | 86.6%                                                    | 12.7%                                                            |
| 1949             | 83.5%                                                    | 15.1%                                                            |
| 1950             | 82.9%                                                    | 13.4%                                                            |
| 1951             | 80.7%                                                    | 13.7%                                                            |
| 1952             | 83.3%                                                    | 13.6%                                                            |
| 1953             | 83.2%                                                    | 15.1%                                                            |
| 1954 (estimated) | 77.4%                                                    | 20.7%                                                            |
| 1955 (estimated) | 83.2%                                                    | 15.1%                                                            |

Now the percentage of cost per pupil derived from taxation and the percentage of cost per pupil derived from Government Grant; in 1947 from taxation 87.5%. In the percentage of cost derived from Government Grant, 11%, that is in 1947. In 1953 from taxation 83.2%, and from Government Grant 15.1%.

"Note the operational grant was increased very considerably in 1954 but much higher estimated debt charges in 1955 will bring the percentage of pupil cost derived from Government Grant down again.

C

| Year             | Percentage of Per<br>Pupil Cost Due to<br>Debt Charges | Percentage of per<br>Pupil Cost Due to<br>Salaries | Percentage of per<br>Pupil cost Due to<br>Transportation |
|------------------|--------------------------------------------------------|----------------------------------------------------|----------------------------------------------------------|
| 1947             | 7.1%                                                   | 68.3%                                              | 1.2%                                                     |
| 1948             | 4.7%                                                   | 69.2%                                              | 1.0%                                                     |
| 1949             | 4.1%                                                   | 68.1%                                              | .8%                                                      |
| 1950             | 7.5%                                                   | 67.7%                                              | .9%                                                      |
| 1951             | 6.4%                                                   | 71.0%                                              | .9%                                                      |
| 1952             | 9.8%                                                   | 67.9%                                              | 1.0%                                                     |
| 1953             | 10.2%                                                  | 66.6%                                              | 1.6%                                                     |
| 1954 (estimated) | 8.3%                                                   | 64.0%                                              | 1.7%                                                     |
| 1955 (estimated) | 19.7%                                                  | 57.5%                                              | 1.4%                                                     |



- 1855 -

The percentage of per pupil cost due to debt charges, the percentage of per pupil cost due to salaries and the percentage of per pupil cost due to transportation. In Mr. Warren's submission, Mr. Chairman, you will notice the matter of transportation was not mentioned, and I think does not exist, but in our operation of schools we find it impossible to construct schools in all the areas of the City where there are children who should go to our schools. Therefore we try to overcome that difficulty by building schools where we can and providing free transportation on the buses for these children in outlying sections to reach the schools. In 1947 the percentage of per pupil cost due to debt was 7.1, due to salaries was 68.3, and due to transportation was 1.2. In '53, the percentage due to debt charges was 10.2, due to salaries 66.6, and due to transportation 1.6. Now if you go to the third page, which is the Supplement to the Brief presented to the Commission since your last sittings here

17

1.

Anticipated Enrolment 1955 to 1959 inclusively.

|      |       |      |
|------|-------|------|
| 1955 | ----- | 3586 |
| 1956 | ----- | 3920 |
| 1957 | ----- | 4317 |
| 1958 | ----- | 4766 |
| 1959 | ----- | 5250 |

Anticipated enrolment is calculated from birth statistics of the City of Calgary. These statistics do not reveal the

The first thing I noticed when I stepped out of the car was the cold. It was a sharp, biting cold that seemed to penetrate my very bones. I shivered as I walked towards the entrance of the building, my hands tucked into my pockets. The air was thick with the scent of old books and the faint, distant hum of the city. I had heard that the library was a place of magic, a place where time stood still. But now, as I stood in the doorway, I felt like I had entered a different world altogether. The shelves were tall and narrow, filled with books of all shapes and sizes. The light was soft and warm, coming from small lamps that cast a golden glow over the pages. I took a deep breath, feeling the cool air fill my lungs. It was a strange sensation, like I had been transported to another time and place. I walked deeper into the library, my eyes scanning the shelves. I found a book that caught my attention, its cover worn and its title unfamiliar. I pulled it out, feeling a sense of discovery. The pages were yellowed with age, and the ink was faded, but the words were still there, waiting for me to read them. I sat down on a small stool, the wood creaking under my weight. I opened the book, and the first sentence was a masterpiece of prose. I read on, my heart racing as I discovered the secrets of the universe. The library was a place of wonder, a place where the impossible became possible. I had found it, and I was grateful. I closed the book, feeling a sense of peace. The library was a place of magic, a place where time stood still. I had found it, and I was grateful.

di un'organizzazione di lavoro che...

La prima cosa che ho notato quando sono uscito dalla macchina era il freddo. Era un freddo pungente che sembrava penetrare nelle ossa. Mi tremava tutto mentre camminavo verso l'ingresso dell'edificio, le mani tascate nei pantaloni. L'aria era densa, carica del profumo di vecchie librerie e del lontano ronzio della città. Avevo sentito dire che la biblioteca era un luogo magico, un luogo dove il tempo si fermava. Ma ora, mentre ero in piedi nella soglia, sentivo di essere entrato in un altro mondo. Le scaffali erano alti e stretti, pieni di libri di tutte le forme e misure. La luce era soffice e calda, emanata da piccole lampadine che proiettavano un bagliore dorato sulle pagine. Feci un respiro profondo, sentendo l'aria fresca riempirmi i polmoni. Era una sensazione strana, come se mi fossi trasformato in un'altra persona. Camminai più in là, gli occhi fissi sugli scaffali. Trovavo un libro che mi attirava, la copertina logora e il titolo sconosciuto. Lo presi in mano, sentendo un brivido di scoperta. Le pagine erano ingiallite dall'età, e l'inchiostro era sbiadito, ma le parole erano ancora lì, pronte per essere lette. Mi sedetti su un piccolo sgabello, il legno che cigolava sotto il mio peso. Aprii il libro, e la prima frase era un capolavoro di scrittura. Leggevo, il cuore che batteva forte mentre scoprivo i segreti dell'universo. La biblioteca era un luogo di meraviglia, un luogo dove l'impossibile diventava possibile. L'avevo trovata, e ne ero grato. Chiusei il libro, sentendo un senso di pace. La biblioteca era un luogo magico, un luogo dove il tempo si fermava. L'avevo trovata, e ne ero grato.

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religious affiliation of the children but the Dominion Bureau of Statistics figures from 1951 reveal the Catholic population of Calgary as approximately fifteen per cent of the total. Calgary births in 1948 were 2956 which children reached school age in 1954. Enrolment of beginners in September of 1954 totalled 454 which was 1.53% of the births. Therefore, the anticipated enrolment of beginners for the next five years has been taken as 15% of the births from 1949 to 1953 inclusively.

2.

Estimated Number of Additional Classrooms Required.

1954 ----- 14"

Fourteen are in operation.

1955 ----- 42

1956 ----- 44

1957 ----- 12

1958 -----

1959 -----

112

Number of rooms required does not always bear a true relationship to the anticipated increase of school pupils. There are two reasons for this namely (i) an effort is proposed to eliminate approximately ten present classrooms which are not as desirable as they might be and (ii) new areas of the city do not always permit of the construction of the exact number of classrooms needed for the housing of the exact number of pupils. In certain districts a four room school would be adequate for the year in which it was constructed but within two years after the opening of the school an additional two rooms would be needed.

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- 1857 -

It is considered more economical to build six rooms at one time than to build four and add two in the course of two or three years.

3.

Estimated Amount of Money Required for Additional Rooms.

|      | <u>Amount Required</u> | <u>Estimated Grant</u> |   |
|------|------------------------|------------------------|---|
| 1954 | \$1,517,000            | \$378,323              |   |
| 1955 | 2,060,200              | 370,836                |   |
| 1956 | 325,000                | 78,000                 |   |
| 1957 | -                      | -                      |   |
| 1958 | -                      | -                      |   |
| 1959 | 840,000                | 201,600                | " |

That 1959 figure is for construction to proceed in 1960.

"

4.

Debenture Debt Outstanding at December 31st. "

And some of these figures are slightly at variance with figures quoted in the original Brief, but they are here corrected.

|      |       |             |
|------|-------|-------------|
| 1954 | ----- | \$1,528,500 |
| 1955 | ----- | 3,130,970   |
| 1956 | ----- | 3,266,070   |
| 1957 | ----- | 3,059,920   |
| 1958 | ----- | 2,853,770   |
| 1959 | ----- | 3,487,620   |

The debenture debt outstanding as reported of page 2 of the brief does not correspond with the figures mentioned above but the latter are more accurate."

THE CHAIRMAN:

Thank you, Mr. Cannon. Will you just be seated please.



EXAMINATION BY THE CHAIRMAN:

- Q I was very interested, Mr. Cannon, in the figure for the percentage of your budget required for transportation. It is rather surprising that with the growth of the city and the long distances that some of the youngsters must have to travel now that the percentages are remaining practically the same, it is almost identical.
- A Of course the percentage is based, Mr. Chairman, on the cost of operation, and our cost of operation has gone up, so we are spending more money on transportation anyway.
- Q But the percentage remains about the same?
- A It remains fairly constant. For the year 1955, well, 1954, is a close estimate because we almost finished the year.
- Q Yes?
- A 1.7%.
- Q And in 1947 it was --
- A 1.2.
- Q -- 1.2?
- A Yes. So there is a half of one per cent difference.
- Q Yes. Mr. Cannon, offhand do you remember the number of school buildings you have?
- A We have 16 at the present time.
- Q Sixteen, and the smallest two rooms?
- A The smallest is two rooms. Mr. Warren's Board found no further use for a couple of small schools they had, so we took them over, so we have two two-room school buildings.

In the second part, the focus shifts to the management of inventory. It describes the various methods used to track stock levels, such as periodic counts and perpetual inventory systems. The document highlights the importance of knowing the location and quantity of inventory at all times to avoid stockouts or overstocking. It also discusses the role of inventory in cash flow management, as having too much stock can tie up capital, while having too little can lead to lost sales opportunities.

The third section addresses the issue of accounts receivable. It explains how to set up a system for tracking payments from customers and how to handle late payments or defaults. The document provides advice on setting credit terms and on using collection agencies if necessary. It also touches upon the importance of maintaining good relationships with customers to ensure a steady flow of business.

The final part of the document covers the topic of budgeting and financial forecasting. It describes how to create a realistic budget based on historical data and market trends. It also discusses the importance of regularly reviewing the budget and making adjustments as needed. The document concludes by emphasizing that effective financial management is the key to the long-term success of any business.

- 1859 -

The rest are normal size.

COMMISSIONER DAVIES: Does 16 school buildings, Mr. Cannon, mean 16 different locations or sites?

A That is true, Mr. Chairman, yes.

EXAMINATION BY COMMISSIONER ROBISON:

Q Mr. Cannon, I am interested in this original brief under C., the percentage of per pupil cost due to salaries. In '53 you show 66.6% due to salaries. I assume that that includes janitors' salaries in there, and I am thinking of the statement submitted by the Calgary School Board where they show in '47 teachers' salaries and janitors' cost 72.97 and in 1953 68.86, about 69%, 68.94%. Now referring to your statement above, where you say the average cost per pupil is influenced by the composition of the teaching staff, 38 of whom are members of religious orders, I would be interested in learning if you can tell the Commission what your percentage of per pupil cost is on the basis of those salaries, apart from any other salaries?

A So far as I know, sir, that is based on teachers' salaries, if my memory is correct.

Q That is to say then that having regard to the composition of your staff that your per pupil cost should be higher than the Calgary School Board, wouldn't it?

A Their cost in 1953, sir, what was it?

1887 1888 1889

1890 1891 1892

1893 1894 1895

- 1860 -

Q 68.94.

A In 1953?

Q Well no, in '53 theirs on teachers is 62.08%, teachers' salaries.

A I would have to refresh my memory as to the make-up of these figures before I could answer it definitely, sir, but I could explain, what you are doing possibly is going back to the note number 2 under A.

Q That is correct.

A It might have been better not to have mentioned that, because the presence of the members of religious orders on our teaching staff is not of as much consequence in the way of salary reduction as it might appear at the present time, for this reason, that those people have no maximum or minimum; they start at a certain salary and they remain at that except for the normal salary increases which might be granted to all the staff, they remain at that as long as they are on the staff, whereas in the case of a lay teacher we have a minimum, which is about \$2200.00, and their maximum, of course, is considerably higher, but on the average that might minimize the lower salaries which we pay to members of the religious orders.

Q I don't know that it, unless some other member of the Commission would want the information, that it would be of great significance to break that down further, Mr. Cannon, because your costs, your salaries seem to be within a range,

[The page contains extremely faint, illegible text, likely bleed-through from the reverse side. The text is organized into several paragraphs and appears to be a formal document or report. Some fragments are visible, such as "The following information", "It is requested that", and "Very respectfully", but the majority of the content is too light to transcribe accurately.]

a reasonable range that the Chairman indicated this morning, and Mr. Warren substantiated.

A They are within the accepted range.

Q Yes. And the fact that your statement, that the difference, the advantage, shall I say, to the Board of employing members of religious orders is of no great significance now.

A Not as much, possibly, as it was ten or 15 years ago.

Q Yes. That, I think, is all we need in the way of information.

A I think so.

CONTINUED EXAMINATION BY COMMISSIONER DAVIES:

Q Are you familiar, Mr. Cannon, or is Mr. Cooney, with the Brief put in by the Separate School Board of Edmonton, have you read that Brief?

A I saw their Preliminary Brief, I believe, sir, that they presented, which they presented to this Commission, but whether they presented something else after that I don't know, sir.

Q That's the one, I think Mr. Cooney ought to read that one. That is a very interesting Brief, it goes into the North West Territories Act and sets out some constitutional problems that you seem to have by-passed down here. It is a very interesting Brief.

A Well, Mr. Chairman, I took it that the constitutional problems might not concern the Commission and no mention was



made of them.

THE CHAIRMAN: I think that I would approve of your decision. The dissertation which Mr. Dechene gave us was very interesting, but I couldn't see, as you suggest now, that it would concern the Commission in its deliberations at this stage of Canadian history. I don't think, I am sure, that all the facts contained in that Brief Mr. Cooney is familiar with, but if he would like to have a little exercise in refreshing his memory he might read that, and read Mr. Dechene's statement. It is a submission that was very interesting.

COMMISSIONER DAVIES: Mr. Chairman, I was going to suggest that probably Mr. Cooney as a barrister might want to examine Mr. Cannon by way of direct examination to bring out anything?

THE CHAIRMAN: Oh yes, Well, Mr. Cooney, the Commission rather perhaps invaded, or took over your prerogative. Are there matters in Mr. Cannon's Brief that you would like, by way of direct examination, to bring to the Commissions's attention?

MR. COONEY: No, that was not my intention, Mr. Chairman, the intention was merely to support the Brief in any way that I might do in answering any question as a member of the Board rather than as a member of the administrative staff.

THE CHAIRMAN: Yes. Now have you any questions



to ask Mr. Cannon, anybody? Have you, Dr. Mayo?

DR. MAYO: No questions.

THE CHAIRMAN: Anybody from the floor? Any questions to ask Mr. Cannon?

MR. BREDIN: I was just going to say, Mr. Chairman, in connection with the constitutional point, it isn't too important here, because we do not make any distinction in our two School Boards on the demand, they each make their demand, and that is met without any distinction, so we don't, we have a very happy relationship here, and we have no problems at all.

THE CHAIRMAN: Well, I hope nobody in Calgary will get the impression that we haven't a very happy relationship in Edmonton in the same regard. I think that is true. Do you not think it is, Mr. Cannon?

A Of course, Mr. Chairman, I would say that the relationship in Calgary is considerably better as in all other things.

Q As in all other things. Mr. Cannon, you are not under oath now.

A I feel myself under oath.

Q My question was quite serious; the answer, I don't think, was as serious, but from your information as to -- now I understand that perhaps the requisition was made on a little different form in Edmonton. Is that true?

A I believe so.

Q Yes. A percentage of the population, Mr. Bredin. That, so



- 1864 -

far as I am aware, that percentage has been agreed upon very amicably by the two school authorities, and, well, in the days when I was in administration it was working very satisfactorily. I say nothing as to how far off the rails they have gone since that. Now are there questions of Mr. Cannon up here? Have you any, Mr. Robison?

COMMISSIONER ROBISON: No, I think I have all the information that I require.

THE CHAIRMAN: Yes, and you?

EXAMINATION BY COMMISSIONER DAVIES:

Q I just wanted to ask Mr. Cannon; there is no other Separate School District in the Metropolitan Area other than your Separate School District?

A No, sir, none.

Q And how many members are there on your Board?

A Five.

Q And would you anticipate that in the event that the boundaries of the City of Calgary were enlarged, that the School Board composed of five members would be adequate?

A Well it would be, sir, because -- of course I speak without too much knowledge of the number of children who would go to a Separate School if it were established in the west of the City, at Bowness, Montgomery or Forest Lawn, I don't know too much about those areas in that respect, but within the past couple of years the Department of Education suggested

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would be  
I agree

that it should be increased to seven, but the Board decided that the five would be ample for the time being. I presume that if the City were to increase in size there would be a tendency to enlarge the Board.

Q Have you got the power yourself to enlarge your numbers by passing a bylaw, or do you have to get an amendment to a Statute?

A I believe the School Act permits us to increase them to seven, sir.

Q Yes. That would just mean you would have to pass a bylaw, I presume that that is so.

A Or a resolution of the Board.

THE CHAIRMAN: A resolution, I would say.

Q COMMISSIONER DAVIES: And are the members of your Board there on the same basis as the Edmonton Public School Board compensation-wise, that is are they --

MR. COONEY: Maybe I could speak on that. When that point was brought out with regard to the Public School Board I quickly looked at Mr. Cannon, who would not look at me. I have seen no matter of compensation referred to to any Board member since I have been on it.

THE CHAIRMAN: He has never handed you any cheque.

MR. COONEY: And he has never mentioned it.

COMMISSIONER ROBISON: Do you spend as much time at it as the people on the Public School Board?



MR. COONEY: I was trying to estimate that roughly when I was listing to the Public School Board's submission, and I would say roughly that I have the feeling that the average Board member spends about one full day per month in hours on School Board business. That does not include much of the thinking that you might do, but I am speaking of actual attendance, about one day per month, I think, would cover it.

Q COMMISSIONER DAVIES: One other question, Mr. Cannon; this recommendation number 1 states that your Board is, "opposed to the inclusion of any or all fringe areas surrounding the City of Calgary in this School District without their annexation to the municipality of the City of Calgary." Now by "fringe areas" you include, although Mayor Mackintosh might not like this, the Town of Bowness, I presume? Is that included in the words "fringe area"?

A At the risk of incurring His Worship's ire, I will say yes.

Q And the same would apply to Forest Lawn then?

A Yes, the same would apply to Forest Lawn.

Q Now would you mind in just a few words telling us just what your position is in that, because I take it that means you are against a Metropolitan form of government?

A. It is a matter of convenience, sir, for the administration of the School Board. We could see that administration, operation of schools under the Municipality of the City of Calgary, if it were extended, would just require a little bit

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- 1867 -

more work than we are doing at the present time, and our administration is a familiar thing to us now, and as Mr. Bredin has pointed out, everything runs rather smoothly, and if we could look forward to having to deal with other municipal bodies surrounding Calgary, the same happy conditions might continue, but we have no guarantee that it would, so we would prefer to have our operations under the jurisdiction of the City of Calgary and no other body.

Q Thank you very much.

THE CHAIRMAN: Well, Mr. Cannon, and Mr. Cooney, thank you very much for your attendance and for this information you have given us. Now I am hoping that we have time yet this afternoon for the presentation of the Bowness School District. Mayor Mackintosh, in the absence of somebody else you were going to present this, were you not?

MR. MACKINTOSH: Yes, sir.

THE CHAIRMAN: May I ask you to come up now. It is considered, sir, in these high circles that the oath which you took some time ago still holds.

MR. MACKINTOSH: Thank you, sir, although I don't think I took the oath.

THE CHAIRMAN: No, you didn't present the --

MR. MACKINTOSH: No.

THE CHAIRMAN: That's fine. Well, Mr. Mackintosh, we still then have to ask that you be sworn under these circumstances.



JOHN MACKINTOSH, having been duly sworn, testified as follows:

A Now, Mr. Chairman, it is perhaps unfortunate that the gentleman who wrote this Brief is not present, but he is employed, and I phoned him at the luncheon hour, and unfortunately he could not get away from his work.

THE CHAIRMAN: No.

A So he asked me to take care of it.

Q Yes, that is perfectly satisfactory to the Commission.

A " BOWNESS SCHOOL DISTRICT NO. 4590 --"

THE CHAIRMAN: Excuse me, I see glances around which would indicate that if you have an extra copy or so --

A No, this is the only one I have.

Q That is the only one. Then the gentlemen will just have to listen.

" BOWNESS SCHOOL DISTRICT NO 4590  
SUBMISSION TO ROYAL COMMISSION ON METROPOLITAN  
DEVELOPMENT OF CALGARY AND EDMONTON

In the submission which this School Board is presenting to this Commission we intend endeavoring, in so far as we are able, to give facts and figures relating to the present difficulties of the community of Bowness.

Not so many years ago, the hamlet of Bowness was a quiet community of a few dozen people situated immediately west of Calgary on the banks of the Bow River. The majority of these people were elderly and, of course, the problem of education was very remote.

1. The first part of the report is devoted to a general description of the project and its objectives.

2. The second part describes the methodology used in the study, including the selection of the sample and the data collection procedures.

3. The third part presents the results of the study, which are discussed in the context of the theoretical framework and previous research.

4. The fourth part discusses the implications of the findings for practice and policy, and suggests directions for future research.

5. The fifth part is a conclusion, summarizing the main findings and the overall contribution of the study.

6. The sixth part is a list of references, citing the works of other authors who have contributed to the field.

7. The seventh part is an appendix, containing supplementary material that supports the main text.

8. The eighth part is a glossary, defining the key terms used in the report.

9. The ninth part is a list of abbreviations, providing a shorthand for the terms used throughout the document.

10. The tenth part is a list of figures and tables, providing a visual representation of the data.

11. The eleventh part is a list of footnotes, providing additional information on the sources and the study.

12. The twelfth part is a list of appendices, providing supplementary material that supports the main text.

13. The thirteenth part is a list of references, citing the works of other authors who have contributed to the field.

14. The fourteenth part is a list of abbreviations, providing a shorthand for the terms used throughout the document.

15. The fifteenth part is a list of figures and tables, providing a visual representation of the data.

16. The sixteenth part is a list of footnotes, providing additional information on the sources and the study.

17. The seventeenth part is a list of appendices, providing supplementary material that supports the main text.

18. The eighteenth part is a list of references, citing the works of other authors who have contributed to the field.

19. The nineteenth part is a list of abbreviations, providing a shorthand for the terms used throughout the document.

20. The twentieth part is a list of figures and tables, providing a visual representation of the data.

21. The twenty-first part is a list of footnotes, providing additional information on the sources and the study.

22. The twenty-second part is a list of appendices, providing supplementary material that supports the main text.

23. The twenty-third part is a list of references, citing the works of other authors who have contributed to the field.

24. The twenty-fourth part is a list of abbreviations, providing a shorthand for the terms used throughout the document.

25. The twenty-fifth part is a list of figures and tables, providing a visual representation of the data.

- 1869 -

Bowness School District No 4590 commenced operations in the year 1932 and was then part of Springbank Municipal District No. 45. In 1937, by ministerial order, Calgary Rural School Division No 41 was established and the hamlet of Bowness was included, arbitrarily. We were, at that time, operating a three room school.

It was decided by this Division that Bowness was a special problem and a special levy of 20 mills was exacted from the taxpayer of the District, over and above the regular levy of 12 mills. In 1946, again through ministerial order, arising through complaints of other school districts in the Division, we were told that, effective January 1st, 1945, we would no longer be a part of Calgary Rural School Division No 41. We would like to point out in this connection that 1941 - 1945 the Bowness taxpayer paid an average of 19 mills while the rest of the Calgary School Division were paying an average of  $8\frac{1}{2}$  mills. The complaint was that Bowness was not paying its own way, in spite of the fact that we were paying more than double the mill rate of the rest of the Division. In justification of their claim, there was more truth than fiction in their statement since available figures prove that we were being subsidized to an average amount of \$7,000.00 yearly. Unfortunately, since we were incorporated as a part of Springbank, no population figures are available for the years to 1949. However, as an indication of the growth through the years 1939 - 1945 and to substantiate the claim of Calgary School



- 1870 -

Division No 41, we note the following information:

| <u>YEAR</u> | <u>COST OF<br/>OPERATION</u> | <u>REGULAR<br/>LEVY</u> | <u>SPECIAL<br/>LEVY</u> | <u>GOV'T<br/>GRANTS</u> | <u>TOTAL<br/>REVENUE</u> | <u>DEFICIT</u> |
|-------------|------------------------------|-------------------------|-------------------------|-------------------------|--------------------------|----------------|
| 1939        | 5700                         | 2600                    | Nil                     | 800                     | 3400                     | 2300           |
| 1940        | 6700                         | 2700                    | Nil                     | 900                     | 3600                     | 3100           |
| 1941        | 7750                         | 2850                    | 2000                    | 1000                    | 5850                     | 1900           |
| 1942        | 9350                         | 3080                    | 5000                    | 1300                    | 9380                     | Nil            |
| 1943        | 14500                        | 4000                    | 4000                    | 1400                    | 9400                     | 5100           |
| 1944        | 19300                        | 5650                    | 3100                    | 1500                    | 10200                    | 9100           |
| 1945        | 22000                        | 8000                    | 3100                    | 1600                    | 12700                    | 9300           |

As can be seen from these figures, the deficit was growing, year by year, due mainly to the fact that the Government grant was less than ten (10) per cent of the cost of operation. For this reason, we were, in effect, fired from the Calgary Rural School Division No 41 and were told that, commencing January 1st, 1946, we would have to operate our own schools.

Unfortunately, Bowness has had many ups and downs. We say, unfortunately, because it is for this reason we are unable to give the entire information we would like. It is only since the incorporation of Bowness as a village in 1948 that we are able to obtain any figures with regard to population, total assessments, etc. Prior to this, we were under the jurisdiction of Springbank Municipality No 45. We have, therefore, no available records.

We submit the following information to illustrate as clearly as possible, the rapid growth and consequent difficulties of this community:



- 1871 -

| <u>YEAR</u> | <u>TOTAL<br/>POPULATION</u> | <u>SCHOOL<br/>POPULATION</u> | <u>TOTAL<br/>ASSESSMENT</u> | <u>SCHOOL<br/>REQUISITION</u> | <u>GOV'T<br/>GRANTS</u> | <u>TOTAL<br/>COST</u> | <u>COST<br/>PUPIL</u> |
|-------------|-----------------------------|------------------------------|-----------------------------|-------------------------------|-------------------------|-----------------------|-----------------------|
| 1948        | 1570                        | 459                          | 1,034,893                   | 41,161                        | 23,350                  | 50,502                | 110.00                |
| 1949        | 1986                        | 518                          | 926,847                     | 46,647                        | 23,350                  | 94,344                | 182.00                |
| 1950        | 2368                        | 578                          | 919,827                     | 36,928                        | 19,145                  | 66,818                | 115.00                |
| 1951        | 2922                        | 593                          | 1,351,268                   | 34,665                        | 26,948                  | 62,254                | 105.00                |
| 1952        | 3407                        | 738                          | 1,321,109                   | 35,966                        | 52,381                  | 87,200                | 118.00                |
| 1953        | 4369                        | 901                          | 1,975,619                   | 67,570                        | 65,504                  | 136,319               | 151.00                |
| 1954        | 5068                        | 1122                         | 2,186,217                   | 68,770                        | 75,150                  | 170,267<br>(est.)     | 151.00                |
| 1955 Est.   | 5500                        | 1400                         | 2,650,000                   |                               |                         |                       |                       |

NOTE: 1949 and 1950 figures not reasonably correct due to the fact that, during those two years, Montgomery schools entered and left our jurisdiction.

The following figures may also be enlightening, when issued in conjunction with the previous table. At the end of 1953 a preliminary census was taken of the town which revealed that there were 4429 inhabitants, made up as follows:

1097 males over 20  
 1062 females over 20  
 148 people 17 - 20  
 736 people 7 - 16  
 1326 people 1 - 6  
 60 business people

We view, with some trepidation, the fact that there are now 1326 youngsters who will be wanting to attend school sometime during the next five years. When we make a study of the figures given, and discounting the 60 people who are in



business, it will be seen that there are 2307 adults over 17 years of age and 2062 children under 17 - 46% of the total population are under 17 years of age. Since that time our population has increased by a little more than 600 and, in our opinion, the ratio of children to adults will not be changed to any great extent. Certainly there will be no decrease. The reason for this is very clear. Like many other communities adjacent to larger centres, housing was a little easier to obtain than in the city, for the reason that the initial cost was not nearly so high. Consequently, the younger generation, wishing to marry and settle down, decided to establish themselves in the smaller communities. The natural result of this is outlined above.

The School Board of this District realizes that the children will have to be accommodated in schools. To the present time, this has been done, although the community had to go into debt for the sum of \$350,000.00. We still have \$260,000.00 of this sum outstanding. At a conservative estimate, we shall have to provide accommodation in 1955 for an additional 250 pupils, or at least another nine rooms. Looking at the situation from a long range point of view, this Board will have to provide a minimum of 35 rooms in the next 4 to 5 years. At present building costs, and without providing auditoriums or play-rooms, this would cost the taxpayer a minimum of \$420,000.00. This figure does not include any government grant, which at the present rate of grant would amount to \$140,000.00.

Handwritten text, mostly illegible due to extreme fading. The text appears to be organized into several paragraphs, with some lines starting with capital letters. The handwriting is cursive and somewhat slanted. The paper shows signs of aging and wear, with some discoloration and faint smudges. The text is written in dark ink, but the contrast is very low, making it difficult to decipher specific words or sentences. The overall layout suggests a formal letter or a page from a manuscript.

Building costs are made additionally expensive because loans have to be made from banks to pay the contractor. The reason for this is due to the fact that Provincial grants and loans made under the School Buildings Assistance Act are seldom paid until the building is practically complete.

We are of the opinion that education is not purely a local matter, but that it should be made a question of need. In any community with a great preponderance of children, the burden is much too great for the taxpayer. With the great proportion of income allocated to education nothing is left to provide the taxpayer with any of the conveniences of life.

The situation that exists today is not of our own choosing, but rather was brought into being by circumstances beyond our control. The Brief presented by the Town of Bowness will have outlined many causes and we, therefore, do not wish to elaborate or burden the Commission unnecessarily. If a solution for the troubles existing in communities such as ours can be found, then the people affected will be grateful."

THE CHAIRMAN:                      Thank you, sir. Will you just be seated, Mr. Mackintosh, please. I am sorry I was not following the Brief as closely as I might have done perhaps. It does not include at any point a statement as to the percentage of costs being borne by government grant at the moment?

A     No, sir.

Q     Do you happen to know the figure?

1. The first part of the report deals with the general situation of the country and the progress of the work during the year. It is a summary of the work done and the results obtained. It is a general statement of the work done and the results obtained.

2. The second part of the report deals with the specific work done during the year. It is a detailed statement of the work done and the results obtained. It is a detailed statement of the work done and the results obtained.

3. The third part of the report deals with the financial statement of the work done during the year. It is a statement of the financial statement of the work done during the year. It is a statement of the financial statement of the work done during the year.

4. The fourth part of the report deals with the conclusions drawn from the work done during the year. It is a statement of the conclusions drawn from the work done during the year. It is a statement of the conclusions drawn from the work done during the year.

5. The fifth part of the report deals with the recommendations made for the future work. It is a statement of the recommendations made for the future work. It is a statement of the recommendations made for the future work.

6. The sixth part of the report deals with the summary of the work done during the year. It is a statement of the summary of the work done during the year. It is a statement of the summary of the work done during the year.

7. The seventh part of the report deals with the conclusions drawn from the work done during the year. It is a statement of the conclusions drawn from the work done during the year. It is a statement of the conclusions drawn from the work done during the year.

8. The eighth part of the report deals with the recommendations made for the future work. It is a statement of the recommendations made for the future work. It is a statement of the recommendations made for the future work.

9. The ninth part of the report deals with the summary of the work done during the year. It is a statement of the summary of the work done during the year. It is a statement of the summary of the work done during the year.

10. The tenth part of the report deals with the conclusions drawn from the work done during the year. It is a statement of the conclusions drawn from the work done during the year. It is a statement of the conclusions drawn from the work done during the year.

- 1874 -

A The figure for this year, if the Government pay the amount of the deficit according to an unofficial promise, I think made in collaboration with Mr. Wetter and Mr. Balfour, would be 59.1%.

THE CHAIRMAN: Are there questions now from the floor? No, I am sorry. Mr. McGruther, I am afraid I didn't mark this, did I, 59C?

THE SECRETARY: Yes.

SUBMISSION OF THE BOWNESS SCHOOL  
DISTRICT NO. 4590 ENTERED AS  
EXHIBIT 59-C.

THE CHAIRMAN: Now, the questions?

COMMISSIONER BLACKSTOCK: Mr. Mackintosh, there was a statement filed in September with a graph attached to it. Has that been withdrawn, do you know?

A I believe so. I think, sir, that probably the graph giving the same information would appear in the Town Brief, I think.

COMMISSIONER DAVIES: I have a statement here on mine that on the 4th of October, 1954, Mr. W. Bailey read this Brief?

A Yes, sir. I might say he is the gentleman who prepared this one as well.

EXAMINATION BY COMMISSIONER ROBISON:

Q Well, Mayor Mackintosh, assume that nothing happened in the way of extended boundaries, you are in an impossible

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position financially, aren't you?

A Yes, sir.

Q You are just at a dead end, you have got to look to the Provincial Government for major assistance?

A That is true.

COMMISSIONER DAVIES: Somewhere or another.

THE CHAIRMAN: And you have to go to do that every year.

A They get tired of us, sir.

THE CHAIRMAN: Yes, and don't you get tired of going?

A Yes, we do indeed.

THE CHAIRMAN: Yes. I remember how difficult it always has been.

A I might say that we undoubtedly will need a nine-room school built this year for accommodation next September, and I would take it that cost would be approximately, until today when I heard of this Spruce Cliff School, would be approximately \$250,000.00.

Q COMMISSIONER ROBISON: Is there any chance that the Senior High School would be needed in that area? There are High Schools in towns smaller than Bowness?

A Yes, sir. I don't think it would be economic.

Q It wouldn't, eh?

A I don't think so, sir. That is so far as the Calgary School Board subsidize part of the cost of Division, the charges,

1. The first part of the report is a general introduction to the subject of the study. It discusses the importance of the study and the objectives of the research.

2. The second part of the report is a detailed description of the methodology used in the study. It includes information about the sample size, the data collection methods, and the statistical analysis techniques.

3. The third part of the report is a presentation of the results of the study. It includes tables and graphs showing the data and the findings of the research.

4. The fourth part of the report is a discussion of the results and their implications. It discusses the strengths and limitations of the study and the potential for future research.

5. The fifth part of the report is a conclusion and a summary of the findings. It provides a final statement on the results of the study and the overall conclusions.

6. The sixth part of the report is a list of references. It includes all the sources of information used in the study, such as books, articles, and websites.

7. The seventh part of the report is an appendix. It includes any additional information that is relevant to the study, such as raw data, questionnaires, and interview transcripts.

8. The eighth part of the report is a glossary. It defines the key terms and concepts used in the study, ensuring that the reader understands the terminology.

9. The ninth part of the report is a bibliography. It lists all the sources of information used in the study, including books, articles, and websites.

10. The tenth part of the report is a list of figures and tables. It provides a detailed description of each figure and table, including the data and the findings of the research.

11. The eleventh part of the report is a list of abbreviations. It defines the abbreviations used in the study, ensuring that the reader understands the terminology.

12. The twelfth part of the report is a list of acronyms. It defines the acronyms used in the study, ensuring that the reader understands the terminology.

13. The thirteenth part of the report is a list of symbols. It defines the symbols used in the study, ensuring that the reader understands the terminology.

14. The fourteenth part of the report is a list of footnotes. It provides additional information about the study, including references to other works and a list of sources.

- 1876 -

as you know, are \$175.00, and the cost of the High School per pupil I think is something over 300, if I remember rightly.

Q Would you foresee any particular problem, Mayor Mackintosh, were this amalgamation scheme implemented, do you see any problems in connection with uniting the two School Boards?

A No, sir, theoretically no, sir, but I do see a psychological problem in that I think most residents of the City of Calgary are aware of the fact that Bowness, Forest Lawn and Montgomery, and the other fringe areas, are looked upon naturally as a nuisance with which they ought not to be bothered, and in addition to that sometimes one thinks that they think the inhabitants of these outlying places are perhaps less than human. Now I may be exaggerating there, but when it comes to voting of capital expenditures for schools, I don't think it would be quite so easy as what the Calgary School Board has experienced so far. Now what I have in mind, I am not quite sure, I thought of it today, and I wondered since the Calgary Educational School Board would then be charged with the education of the children in Bowness, and the other places, whether or not there would be an overriding consideration given by, or possessed by the Department of Education which might override a plebiscite and give to us necessary buildings to conduct our schools. I am unaware of that at the moment.

Q What difference would there be if this plan were implemented



- 1877 -

and you carried on the way you are in your planning, your needs are going to be exactly the same, aren't they?

A Yes, sir. A wee bit greater, if anything.

Q Yes, so that you are going to have to have schools out there, Primary Schools, Secondary Schools, no matter where the authority lies for constructing them, aren't you?

A Yes, sir.

Q So that is there any valid reason for thinking, and I ask this seriously, is there any valid reason for thinking that Bowness, or any other area, would not receive equitable treatment with relationship to the whole area?

A Well, there may be in this way, sir, that a matter of convenience insofar as the location of a school is concerned is quite a matter, important matter, with the residents of any particular district, and shall we suppose at the moment that a plebiscite is necessary because of a petition being presented to the Calgary School Board for the construction of a school at Bowness amounting, shall we say, to \$300,000.00, and that is turned down, and if the Department of Education have no additional powers to insist on that school being erected there, then it would be a matter of the Calgary School Board saying, "Now how can we accommodate these additional pupils?". We may be able to -- I don't know the names of the schools in the city -- we may be able to accommodate so many at a school in the West End, and so many at a school somewhere else in the city,

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and ultimately, with a great deal of difficulty insofar as the children are concerned, give them accommodation.

Q Well, I was impressed by something Commissioner Blackstock said, I think it was this morning, that there had been, what was it, no plebiscites?

COMMISSIONER BLACKSTOCK: One.

Q COMMISSIONER ROBISON: One plebiscite in ten years. In other words, it doesn't appear from that history that it has been a very significant factor in these capital expenses, and I am just wondering whether you are not from the point of view of the intensity of your position, shall we say, you are not overfeeling it to an extent?

A I am very sure I may fear more than the average individual who is unacquainted with certain facts concerning the attitude of Senior Governments to that of Bowness, both City Governments, Provincial Governments, and so on. I have always this feeling through, shall we say observation and certain experiences, that we are, as Don Mackay once expressed it, a blister on the City of Calgary, and as Alderman Starr once expressed it "simple parasites". Now something is going to take quite a time for the average citizen of the City of Calgary to come to the thought that we are a portion of the City of Calgary, I speak once amalgamation has taken place, and in addition to that you would observe that according to the Calgary Brief the assessment per pupil at Bowness is some \$1700.00, as compared with

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something over \$5000.00 for the per pupil in the City of Calgary. Now realization does not take place in the mind of the average dweller of the City of Calgary that a great deal of that \$5000.00 is represented, not in their homes but in the industrial and commercial assessment base, and we have none of that, and that causes a very very great spread, so that they will undoubtedly think, as they think today, that here we have to give something, these are charitable cases, and we want to get away from that.

Q Well, I think that we have to be careful in separating the emotional overtones, the possibility of emotional overtones here from the practicalities of the situation. I have never yet, Mayor Mackintosh, speaking personally, run across the emotional overtones that you speak of. Maybe I am out-of-date, but I have always considered Calgary, Forest Lawn, and Montgomery as part of the City of Calgary myself, and that is so, geographically.

A Mr. Robison, had you to attend meetings, and sometimes address meetings, as I have had to do in connection with the administration of Bowness, I am sure you would be always aware of that current of feeling, not emanating from oneself, of that current of feeling that fringe areas, and the people living therein, to a great extent are an undesirable people.

THE CHAIRMAN: Oh no, just leave it are, Mayor Mackintosh, just leave it are a nuisance, and a nuisance is often, his only due is to act as goads to stir people up to



doing something which they should have done a long time ago.

COMMISSIONER DAVIES: If it would be of any comfort to Mayor Mackintosh, I should point out to him that Mr. Brownlee's client, the M.D. of Strathcona, that has an assessment of over thirty million dollars in 20-odd sections of land, is referred to in the City of Edmonton as a parasitical development.

THE CHAIRMAN: Not exactly in the same way as you were using it.

A I appreciate that.

EXAMINATION BY THE CHAIRMAN:

Q Mayor Mackintosh, if you think of anything that the Commission can insert in its report which would serve to allay this feeling, I would be glad to pass it along privately or any other way.

A Getting away from exaggeration, and so on, and so forth, naturally Bowness wish to make as good a presentation of all the difficulties they face as they can, and in order to impress that on the minds of others sometimes perhaps we are too vivid, I will admit that, but at the same time our condition, at the present time not too bad, we are not broke, we have a nice surplus out there, but looking towards the future with some 1300 pupils to educate within the next four years or so, an absolute lack of any amenities of life at all, they are living in the old homestead days



without water, sewage, sidewalks, or any of the amenities that Calgary enjoys, and it is sheerly impossible for Bowness, either from the school viewpoint or from the Municipal viewpoint, to draw themselves up by their own bootstraps, it can't be done, and at the same time we have a people out there who would much prefer, were it economically possible, to remain as an entity because they love their town, they love their situation, and they are a loyal people, and they are an independent people, we don't ask for charity and we don't want charity, but we are just in the position where we can't economically face the future and give the people any of the amenities that most people enjoy today.

Q Mayor Mackintosh, will you take a look at the school at Spruce Cliff?

A Yes, sir.

Q I am not sure, you heard what Mr. Warren said in answer to questions I asked about its permanence, and so on. I propose to see it before I go back north, and I think you should see it too.

A I am sure that if there is a solution there at \$80,000.00 for an eight or nine-room school, as against anything from 250 to \$300,000.00, it would be a godsend to Bowness.

Q And if it is good enough for Spruce Cliff it might reasonably be good enough for Bowness?

A There is just one other point I would like to bring up in



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connection with that, it won't take me a moment. I noticed in reading over an address delivered by, I think it was Sir so-and-so Lawson of the City of London, who is one of the mainstays of the London County Council of the Borough System over there, and he stated that almost every capital expense in the City of London proper ran a term of 80 years. Now we in Bowness, if we do remain an entity, naturally we look for as low an annual payment as it is possible to make at the present time, and I wondered, we generally run debentures 15, 20 years and so on, and then after hearing about the McDougall and other schools today which have been in existence for some 50 years, and probably good for another 75 years, I wonder if consideration ought not to be given to a very very much longer debenture than what we are accustomed to.

COMMISSIONER ROBISON: That is a good question.

THE CHAIRMAN: Well, I wonder, may we assume that we have asked Mayor Mackintosh all the questions which we shall need to get. Well, sir, thank you very much.

A Thank you, sir.

THE CHAIRMAN: Thank you for presenting this statement again, emphasizing what you gave us on behalf of the Town.

COMMISSIONER ROBISON: I am sure we appreciate Mayor Mackintosh's earnestness too.

MR. BREDIN: Mr. Chairman, Dr. Wright has asked



me to keep him informed, sir, as to when you would like him?

THE CHAIRMAN: We are just debating, Mr. Bredin, as to whether we should ask Mr. Gardiner to present the statement of the Municipal Hospital District Number 63, or ask Mr. Wright to present the situation as regards the City Hospital situation. I was trying to make up my mind which followed which.

MR. BREDIN: I had suggested to Dr. Wright that he would be dealt with with the City, but he is prepared, I think, to come at any time, and I could get in touch with him.

THE CHAIRMAN: Well, Mr. Bredin? we are quite content with that, but the Mayor has been hounding us for a time for him sooner. I don't know whether, maybe all he was asking was a time, a definite time, but I saw him at noon today and he wanted to know when Dr. Wright was to come on, and I had to confess that I didn't know, but I have discovered since I came back when it's going to be, unless you think that it would come better in connection with the City's Supplementary Briefs, and the Commission would agree. What do you think, Mr. Blackstock?

COMMISSIONER BLACKSTOCK: Well, I have this feeling, that Mr. Gardiner has been a most patient soul, he has waited around here weeks at the last hearing, and again now, and

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Dear Miss

I am very glad to hear from you

and hope you are well

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I think we should hear Mr. Gardiner first and then follow with the doctor.

THE CHAIRMAN: Very well. And is that agreeable to you then?

MR. BREDIN: That is quite agreeable.

THE CHAIRMAN: Well, Mr. Gardiner, you have the first call tomorrow morning.

MR. GARDINER: I was going to say, Mr. Chairman, after listening to the discussion that I might simplify matters by telling you that all I have to do is to file a statement, tender it formally, and submit to any questions which might be emanating from the floor or from the Commission themselves, either touching on what I said previously, or from the statement which we have to submit.

COMMISSIONER BLACKSTOCK: You read your Brief in October, didn't you?

MR. GARDINER: Yes I did, Mr. Blackstock.

COMMISSIONER BLACKSTOCK: And then we asked you for a financial statement?

MR. GARDINER: That's right. I just simply wanted to file those in a formal manner, and of course submit myself for questioning. Of course that is the only proper thing to do.

THE CHAIRMAN: Have you seen this document, Mr. Gardiner?

MR. GARDINER: Only from here.

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THE CHAIRMAN: Just from that distance.

MR. GARDINER: That is all, sir.

THE CHAIRMAN: Well, it has some 50-odd pages, so that you better not get any closer to it than the distance you are now unless you want to take on --

COMMISSIONER ROBISON: Mr. Chairman, just so that I understand, I was going to bring up something here. Do I understand that Mr. Gardiner's statement here and this 50 page document are to be read tomorrow?

THE CHAIRMAN: No, you certainly don't understand anything about the 50 page document because that is going to be a matter of negotiation between Dr. Wright and myself.

COMMISSIONER ROBISON: Well, the reason I raised that question is because Number 8 on our proposed agenda would ordinarily come on tomorrow, wouldn't it, then?

THE CHAIRMAN: Yes.

COMMISSIONER ROBISON: The reason is the gentleman who is presenting it is likely to have to be away from Thursday on very suddenly.

THE CHAIRMAN: Well, I think there is no doubt that we can promise him a space some time tomorrow.

COMMISSIONER ROBISON: Good.

THE CHAIRMAN: And, Mr. Bredin, may I ask you to transmit to Dr. Wright some impression that you may have received that when he presents this we do not expect him

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to read it all. We have read it, and if he will call attention to the highlights, and things which he particularly wishes to impress on the Commission for its consideration and report that that will be all we will expect of him.

MR. BREDIN: You will expect him tomorrow then?

THE CHAIRMAN: Right after Mr. Gardiner. And Mr. Gardiner says that he will be surprised at how fast he can finish up his business.

MR. BREDIN: Fine.

THE CHAIRMAN: We are now adjourned until 9:45 tomorrow.

(Commission adjourned at 4:25)

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